THE TEACHING OF
PUBLIC ADMINISTRATION
IN INDIA

Editor

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FOREWORD

An important function of the Indian Institute of Public Administration has always been to promote the discipline of Public Administration in the country. To this end, the Institute has been organising, from time to time, seminars, workshops, conferences, etc., where teachers of Public Administration are invited to review the developments in the teaching of this subject in the universities and recommend measures for further improvement in this regard.

In 1977, the Institute and the Indian Public Administration Association got in touch with each other with a view to exploring the possibility of holding a seminar on the teaching of Public Administration in Indian universities. The idea was welcomed, and the following four organisations were involved in the organisation of the seminar: Indian Institute of Public Administration, Indian Public Administration Association, Centre for Policy Research and Indian Council of Social Science Research. An organising committee consisting of Dr. V.A. Pai Panandiker and Prof. S.R. Maheshwari and myself was constituted to be in charge of the seminar.

The Seminar was held at the Indian Institute of Public Administration on 22 and 23 April, 1977.

I have great pleasure in placing in the hands of readers the proceedings of the Seminar together with the papers submitted by the participants. The proceedings and the papers have been edited by Prof. S.R. Maheshwari, who was the seminar convenor and contributed the Working Paper for the occasion.

The Seminar could not have been possible but for the support extended by the teachers of Public Administration in the various universities. I thank them for responding to our request for participation. I also thank Prof. B.S. Khanna (President of the Indian Public Administration Association), Dr. V.A. Pai Panandiker (Director of Centre for Policy Research) and Shri J.P. Naik (then Member-Secretary of the Indian Council of Social Science Research) for agreeing to collaborate with the

Institute in the organisation of the Seminar. The Indian Council of Social Science Research was kind enough to meet the travel expenses of the seminarists, the other expenses being borne by the Institute.

It is hoped, the proceedings of the Seminar will be found to be useful by our universities and those interested in the subject.

NEW DELHI,
27 DECEMBER, 1978.

R.N. HALDIPUR
Director

PREFACE

The Indian Institute of Public Administration has been holding from time to time seminars to discuss the status of the discipline of Public Administration in Indian Universities and to formulate measures to enrich its contents and popularise its teaching. Such events were earlier organised in the years 1960 and 1973.

The present volume is the upshot of a seminar convened in 1977, this being the joint venture of the Indian Institute of Public Administration, the Indian Public Administration Association, the Centre for Policy Research, and the Indian Council of Social Science Research. The Seminar was held on 22 and 23 April, 1977 and attended by twenty-nine participants most of whom were drawn from various universities in the country.

The present volume includes the summary of the proceedings of the Seminar as well as the various papers presented on the occasion including the working paper. The Institute invited comments and constructive suggestions on the volume from the participants of the Seminar and from the Professors of Political Science and Public Administration in the universities. These have been considered and the manuscript has been revised accordingly.

The editor thanks all those who participated in the Seminar as well as the sponsoring organisations without whose help and cooperation the two-day academic conclave could not have been possible.

New Delhi,   Shriram Maheshwari
15 December, 1978

Working Paper

TEACHING OF PUBLIC ADMINISTRATION IN INDIA

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Public Administration has emerged as a discipline of study in a number of universities in India, and in view of its steadily increasingly importance teaching of this subject at both post-graduate and under-graduate levels is likely to catch up in the near future. At the present stage of its growth and development, therefore, it is but appropriate to take a stock of developments in the teaching of, and research in, public administration in universities in India and to suggest ways and means of strengthening the study and research in it in them.

The present paper seeks to trace the growth and development of the study of Public Administration in India, and to underscore, even though briefly, the major problems and issues which this discipline is presently encountering.

GROWTH AND DEVELOPMENT OF PUBLIC ADMINISTRATION

Public Administration made its beginning in India as a tiny stream meandering amiably towards its destination. Its study began as a paper in the discipline of political science, and in this form the history of public administration can be considered to be as old as that of political science itself. The first department of political science was set up in the thirties and the credit for establishing it goes to the University of Lucknow. It needs to be pointed out that the political science syllabus at Lucknow

University included a full paper on public administration and, what is more, its study was made compulsory.

As a discipline, Public Administration made its advent on the campus in the somewhat modest form of a diploma course under the department of political science. The Madras University was the first in the country to have started, as early as 1937, a diploma in public administration. In 1938, the Allahabad University launched a diploma course in local self-government. In 1945 the University of Lucknow began offering a diploma course in public administration under the department of political science. In 1949 the Nagpur University joined this fraternity. In course of time, the Patna University, Osmania University, Aligarh Muslim University, etc., also embarked on the diploma programme in Public Administration.

For the first time, Public Administration was invested with full academic legitimacy in 1949 when the Nagpur University set up a separate department, called the Department of Public Administration and Local Self-Government*. To the late Mahadeva Prasad Sharma goes the distinction of becoming the first Professor of Public Administration in India.

At this stage one should resist the temptation of tracing the historical development of Public Administration in India interesting though it may be. Suffice it to say that today, about thirty universities offer Public Administration as a subject for study at different levels in varying forms.

Public Administration is a subject at the B.A. level in Panjab University (Chandigarh), Guru Nanak University (Amritsar), Punjabi University (Patiala), Himachal Pradesh University (Simla), Rajasthan University (Jaipur), Udaipur University (Udaipur), South Gujarat University (Surat), Osmania University (Hyderabad), Andhra University (Waltair), Ravi Shankar Shukla University (Raipur), Kurukshetra University (Kurukshetra), Rohtak University (Rohtak), Nagpur University (Nagpur), University of Marathwada (Aurangabad), Kakatiya University (Warangal), etc. Besides, many universities in the southern states of Karnatak, Tamil Nadu, etc., also provide for

*Later, this Department ceased to exist as a separate entity having been merged with the department of Political Science although the educational programme in public administration continues.

instruction in Public Administration as a full subject at the B.A. level. The growing popularity of Public Administration can be gauged from the fact that every year over 10,000 students appear at the B.A. examination in this subject in Osmania University alone. The number of students in Public Administration in Panjab University has been 2223, 2273 and 1544 in B.A. Part I, Part II and Part III respectively in the year 1976.

Post-graduate teaching in Public Administration is imparted in Nagpur University, Lucknow University, Osmania University, Panjab University, Sagar University, South Gujarat University, Utkal University, Andhra University, Madras University, Rajasthan University, Punjabi University, Sri Venkateswar University, Marathwada University, Kakatiya University, Bangalore University, etc. Some universities in Karnataka are also imparting instruction in Public Administration in M.A.

In 1959 the Indian School of Public Administration (a part of the Indian Institute of Public Administration) started its post-M.A. educational programme in Public Administration leading to the Master's Diploma in Public Administration. "The objective of the School may be briefly described as the provision of a liberal education in a professional subject that of public administration." The School's course of instruction was designed "to give the students a broad comprehension of the process of making of public policy as well as of the agencies, techniques and tools that facilitate its efficient administration." The Indian School of Public Administration remained in existence until 1967 when a decision was taken to abolish it and put an end to its teaching programme. It is of more than ordinary interest that during the nine years of its life the School turned out 238 students, and more than a dozen scholars successfully completed their doctorate research.

Mention must also be made of the correspondence course in Public Administration in M.A. which Panjab University as well as University of Rajasthan have started since 1976. About 550 students have enrolled themselves in Part I Public Administration

The M.Phil Course in Public Administration has been in existence in Osmania University for quite some time. Panjab University has launched such a course from 1976. Many other would fall in line very shortly. Besides a number of scholars

are doing Ph.D. and undertaking other research projects.

<div align="center">SPECIALISED COURSES</div>

The University Departments offering Public Administration also conduct specialised Diplomas like Diploma in Public Administration, Local Self-Government, Urban Development and Management, Municipal Administration, Personnel Management and Industrial Relations, etc. Public Administration is also taught in specialised institutions such as the Indian Institutes of Technology, the Indian School of Mines (Dhanbad), College of Nursing, regional engineering colleges, etc. Many others offer courses with a measure of overlapping of public administration and business administration in them.

One should also note a trend towards diversification of activities in the universities. They have now begun conducting research on outstanding management problems confronting public services, offering consultancy at the instance of the Planning Commission, Union, state, local bodies and public sector undertakings so that teaching in universities is no more a pure academic exercise. The empirical researches, consultancy and advice undertaken by the academics enhance their competence and expertise and enrich the teaching material. Happily, there is a growing close rapport between academic institutions and public services agencies resulting in productive interaction.

Need for Revision of Syllabus

The need for revision of Public Administration syllabus is urgent. The world is witnessing an uninterrupted explosion of knowledge, and admittedly the Public Administration curriculam cannot stay stilled and frozen. There are other pressing reasons too in favour of a case for continuous revision of the syllabus.

Objectives of Syllabus-making

But one should first define the broad objectives which education in Public Administration is expected to fulfil. These may briefly be stated below but it must be emphasized that they are not peculiar to Public Administration:

1. Search for truth, acquisition of specialised knowledge, training of mind.

2. Equipping the students for teaching career in educational and training institutions.
3. Equipping the students for research careers in government, teaching and research organisations.
4. Preparing the students for public service in the field of public administration.

Each of the objectives is important, and the Public Administration syllabus must take into account all of them. But the precise weightage individually given to them may result in different contents. For instance, if a particular university is anxious to make Public Administration manifestly job-oriented it may so design its syllabus that it may come to include, as if with indiscriminate vengeance, as many papers prescribed in the competitive examinations to public service as possible.

Direction of Revision

Public Administration is rightly categorised among the applied social sciences. There should, therefore, be a deliberate attempt so to design its contents that it bears relevance to the contemporary tasks and challenges before the society. A discipline like Public Administration is well advised to keep in mind the criterion of social relevance while designing its syllabus. Besides, the Public Administration syllabus must be theory-based, reaserch minded, forward-looking and job-oriented. If Public Administration seriously aspires to the status of a discipline, as it undoubtedly does, it must be ceaselessly concerned with theory-building. Indeed, the theoretical concerns of the discipline are of over-riding importance. A more description of facts is not enough, and building up of concepts, constructs, typoloties, hypotheses, models and theories is helpful in illuminating the subject and its readers. The various topics should be so organised in the syllabus that the students are induced to think for themselves, and it is this what is meant by the syllabus being research-minded. A large part of reaserch currently undertaken has only a veneer of reform orientation but is strictly speaking, status quoist in nature. Promotion of change should be provided for more boldly and systematically.

But theorising should as far as possible be based on data collected in India, or similarly placed societies. Public Adminis-

tration as it exists currently suffers from a high degree of ethno-centricity, from which it needs to be resored. Public Administration must come to terms with Indian realities from which it has shied away for so long.

And reality being total is inter-disciplinary. This highlights the need to understand and emphasize the interdisciplinary character of Public Administration as of other social sciences. Syllabus-making must recognise this central truth, and, what is more, a teacher of Public Administration must himself be equipped with an inter-disciplinary ability to comprehend and communicate this reality. At the same time care should be taken to ensure that the unique features of the discipline do not get obscured or neglected in the quest for inter-disciplinary approach.

It follows from the foregoing that Public Administration must undertake continually and on a large scale resources to sustain and support teaching. The areas of research could conceivably be mapped out from various angles. Researches may be undertaken in areas covered in the Public Administration syllabus itself. These may also be directed to fields and subjects prioritised by the fund-providing organisations. Some other sources could be official reports, contemporary concerns of the society, researchers own knowledge and orientation, etc. These are not dichotomous approaches but it would certainly be good if research charter is drawn flexibly and interpreted imaginatively.

Other Problems in Syllabus Revision

The need for modernisation of Public Administration curricula is conceded by all, but its operationalisation is not without difficulties. One major issue is that the teacher himself is to be intellectually equipped to teach the revised syllabus. This calls for provision of facilities to teachers of Public Administration to acquaint themselves with recent advances in the discipline. In other words, refresher courses and summer schools will have to be considered along with syllabus-structuring in Public Administration. Besides, as this discipline is practice-oriented, facilities like secondment to government for short terms should also be explored.

are influenced, even conditioned, by the system of examination in practice. To put it rather bluntly, the pattern of examination in vague which has in reality come to determine the educational system of the land: an examination paper is more often than not inspired by previous years' paper, and not unoften lacks an innovative spirit.

The foregoing analysis appears to suggest that a more revision of Public Administration syllabus is likely to remain a limited success unless reinforced by supportive measures. The need is to formulate an integral approach and move simultaneously in all these closely-interrelated directions. It needs to be emphasized at this stage that the syllabi at the B.A., M.A. and M.Phil levels constitute an integrated whole, as it were and an exercise at modernisation will have to be an inclusive one. A word of warning, or clarification, too seems to be necessary. The task of revision of syllabus, though exceedingly important, is not intended to throttle local autonomy.

There is yet another question which is drummed in head and heart day and night. The job potentiality of the subject happens to be restricted at the moment. This owes itself to a sentiment of distrust in its worth shared in some quarters and calls for organised effort to combat the pressure of accumulated misgivings. Public Administration belongs to the category of 'relevant subjects' for purposes of public employment. But it looks odd that this subject has not yet been included as a full paper in the list of papers open to candidates for the I.A.S. and the allied services competitive examination. Today, more universities in India are providing for the teaching public administration at the B.A. and M.A. levels than some of the subjects already finding place in the I.A.S. and allied services examination. No less significant is the fact that more graduate and M.A. students are today taking Public Administration in their university examinations than some of the subjects already covered in the competitive examination conducted by the Union Public Service Commission.

Proceedings of the Seminar
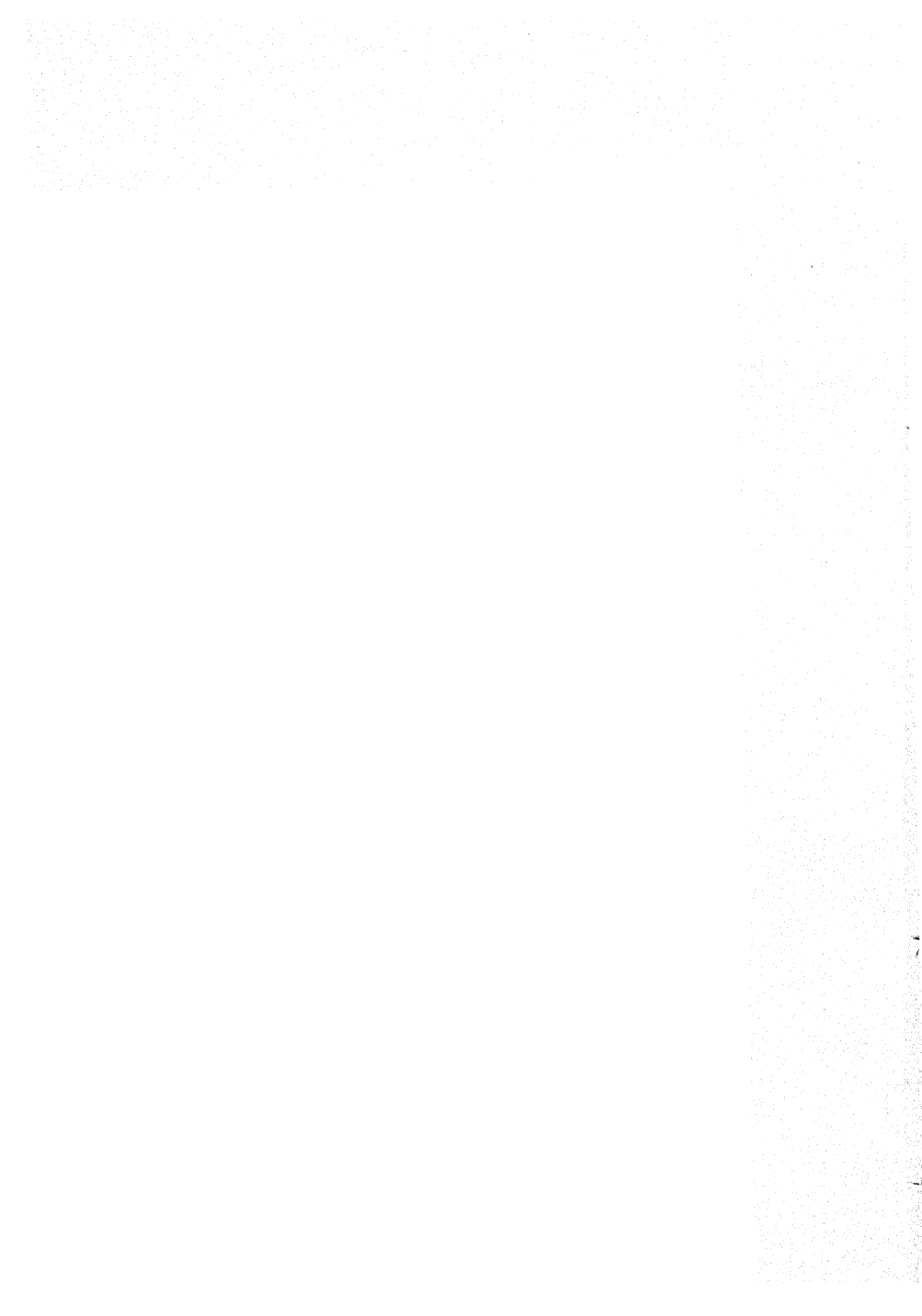
TEACHING OF PUBLIC ADMINISTRATION

The Indian Institute of Public Administration, the Indian Public Administration Association, the Centre for Policy Research and the Indian Council of Social Science Research got together early in 1977 to hold a two-day Seminar on Teaching of Public Administration in India. The Seminar, organised on 22 and 23 April 1977 in the Indian Institute of Public Administration, was attended by the teachers of Public Administration in Indian universities, the number of participants being twenty-nine including the faculty members of the Indian Institute of Public Administration (Appendix I)

The Seminar was convened to: (*i*) to take a stock of the developments in the teaching of, and research in, Public Administration in universities in India, and (*ii*) to suggest ways and means of strengthening the study and research in Public Administration in them, particularly in the context of the ICSSR programme of sponsored research.

It is good to recall at this stage that the IIPA had organised, in 1972, a similar conference, providing a forum to the teachers of Public Administration in the universities to discuss broadly similar issues. Many developments had taken place since then, and in 1977 it was believed by many that Public Administration had already emerged as a discipline of study in many universities, and more universities were likely to introduce its teaching in the near future. "At this stage of its growth and development, therefore, it is timely to have a get-together of academicians engaged in the teaching of this subject in our universities."

The Seminar was the handiwork of Indian Institute of Public Administration, the Indian Public Administration Association, and the Centre for Policy Research while the Indian Council of Social Science Research (ICSSR) met the travel expenses of the outstation participants. The Organising Committee (Appendix II)

consisted of R.N. Haldipur, V.A. Pai Panandiker, and S.R. Maheshwari, who was also the Seminar Convener. The Working Paper for the Seminar was prepared by S.R. Maheshwari. There were, in addition, papers prepared by some of the participants.

The Seminar started with a welcome address from the Director of Indian Institute of Public Administration, R.N. Haldipur who was joined by the Member-Secretary of ICSSR, J.P. Naik. The President of the Indian Public Administration Association, B.S. Khanna and Director of the Centre for Policy Research, V.A. Pai Panandiker made introductory remarks generally emphasizing the topical significance of the theme under discussion. The Seminar held in all, six sessions. The detailed programme is given in Appendix III.

1. Opening Session.
2. Status of the Discipline of Public Administration in India—Objectives, Scope and Approach.
3. Teaching of Public Administration in India.
4. Research in Public Administration.
5. ICSSR Programme in Governmental System and Development.
6. Concluding Session.

The following pages describe what transpired in the Seminar. But it may be useful at this stage to invite attention to the major consensuses of the event:

1. Public Administration is essentially an inter-disciplinary, field of study and this ought not to be lost sight of.
2. The discipline as yet faces a crisis of identity. It has not yet been given the status enjoyed by other social sciences. It has not yet been included in the list of subjects, even in the optional category, prescribed by the Union Public Service Commission for the competitive examinations for recruitment of higher civil service.
3. The teaching faculty in Public Administration should consist of the pure academicians as well as practising administrators. The former should also be second to

government for brief spells enable them acquire first hand the knowledge of the practice of Public administration.

4. Researches in Public Administration must be stepped up significantly and quickly. The researches undertaken should also show greater rigour, and more attention needs to be given to theory-building in Public Administration.

5. Steps need be taken to develop adequate teaching material for use by the students and teachers of Public Administration. The need is particularly acute in regional languages.

6. The University Grants Commission should constitute a separate panel of Public Administration to enable this discipline to receive its autonomous attention.

The following pages contain a summary of the discussion that took place in the seminar. The summary is based on the reports prepared by the various rapporteurs.*

SESSION I

OPENING SESSION

R.N. Haldipur (Director, IIPA) extended a warm welcome to all the delegates from the universities and other institutes,

*The rapporteurs were the following:

Name	Session
K.H. Cheluva Raju	Status of the Discipline of Public Administration: Objectives, Scope andApproach.
P.D. Sharma S. Ramanathan	Teaching of Public Administration in India.
C.V. Raghavulu D.R. Sachdeva	Research in Public Administration.
H.J. Pandya	ICSSR Programme in Governmental System and Development.

and thanked the ICSSR, Indian Public Administration Association and Centre for Policy Research for their cooperation in organising the seminar. He said, the purpose of the Seminar is to take stock of the teaching and research in Public Administration in the Universities, and this would help the Institute to define its own role towards the development of Public Administration as an academic discipline.

J.P. Naik (Member-Secretary of the Indian Council of Social Science Research) joined R.N. Haldipur in welcoming the delegates and participants and said that proposals for research in Public Administration coming to the Indian Council of Social Science Research for funding are not many; indeed, the volume of requests is very meagre as compared to other social sciences like Political Science, Economics and Sociology. It is for this reason that the Indian Council of Social Science Research is collaborating in this seminar to take definite steps with a view to promoting research in the discipline of Public Administration. He pleaded for evaluating the "health of the discipline of Public Administration and making appropriate recommendations."

B.S. Khanna, President of Indian Public Administration Association, expressed his happiness over the holding of the Seminar attended as it was by teachers of the discipline from the universities as well as from the Institute. He said that the efforts of Indian Public Administration Association over a period of ten years have been yielding good results and called for a new look at the discipline of Public Administration, especially to gain a sharper insight into the identity of the subject. He drew attention to the factors inhibiting the development of Public Administration like inadequate recognition accorded to the discipline by the University Grants Committee (UGC) and Public Service Commissions in India. He was emphatic that lack of UGC assistance to the discipline was seriously impeding its growth and development in India.

V.A. Pai Panandiker, Director of the Centre for Policy Research, highlighted the importance of Public Administration as one of the policy sciences and drew attention to the somewhat slow development of Public Administration as a field of study in sharp contrast to the rapidly expanding role of public administration in the ordering of social activities. He emphasised

that the scope of Public Administration should include formulation and administration of public policies and also pointed out the immediate need for developing textbooks relevant to our country and conditions.

S.R. Maheshwari, Secretary of the Indian Public Administration Association and Convener of the Seminar, thanked the Universities for their participation in the Seminar and also the other three organisations (the Indian Institute of Public Administration, the Centre for Policy Research, and the Indian Council of Social Science Research) for their assistance in holding the Seminar. He emphasized that the main objective of the Seminar lay in identifying more precisely the factors inhibiting the growth of the discipline as also in developing new perspectives for its development as an independent discipline.

Session II

STATUS OF THE DISCIPLINE OF PUBLIC ADMINISTRATION IN INDIA: OBJECTIVES, SCOPE AND APPROACH

R.B. Das, the Chairman of the Session, explained in his introductory remarks that proper objectives, redefinition of scope, and new approaches were necessary for the growth of the discipline of Public Administration. He was of the view that an objective assessment of the health of Public Administration was necessary as a preliminary exercise.

S.R. Maheshwari, presenting his working paper on 'Teaching in Public Administration in India', pointed out that public Administration has emerged as a discipline of study in a number of universities in India at both post-graduate and under-graduate levels. This has necessitated a review of developments in the teaching of, and research in, Public Administration with a view to suggesting the ways and means of strengthening the subject. He pleaded for the need for revision of Public Administration syllabus to bring it closer to Indian realities and also identified the problems encountered in updating it. He pointed out that apart from being an academic study, the discipline of Public Administration should also endeavour to become

practice-oriented and job-oriented. He also emphasised that the syllabus at the B.A., M.A. and M.Phil. levels should be revised as an integrated whole.

K. Cheluva Raju (University of Bangalore) traced the developments in the growth of Public Administration in the universities since the first Seminar which was held in 1954 under the auspices of the Indian Institute of Public Administration. He said that the study of Public Administration has acquired a significant place in most universities either as a part of the larger discipline of Political Science or as an independent discipline. But a requisite to its orderly growth lay in the UGC recognising Public Administration in the constitution of its panels. R.B. Jain (University of Delhi) observed that the scope of Public Administration should be more comprehensive as to include Politics and also emphasized the need for case studies in Public Administration.

M.J.K. Thavaraj (IIPA) dwelt on the inadequacy of research in the field of Public Administration, particularly relating to national, state and local levels. He wanted that the approach to Public Administration must be multi-dimensional and also called for greater involvement of IIPA in research activities. P.D. Sharma (University of Rajasthan) wanted the Seminar to devote more attention to the task of developing a model syllabus in Public Administration for the benefit of the universities. He also pleaded for the induction of management approach in the teaching of Public Administration in Indian Institutions.

N.R. Inamdar (University of Poona) emphasized the need for developing Public Administration as a social science and not as a management science. He upheld the need for closer and more intimate relationship between Political Science and Public Administration, and observed that the development of the discipline of Public Administration would depend very heavily on the attitudes of public services of the country.

R.N. Haldipur pleaded for the quicker recognition of new values and objectives in the interest of sound development and for the need to develop normative as put off Public Administration in India. He wanted more attention to be given to understand the ecology within which the politico-administrative system in India has necessarily to function. He also emphasised

the need for multi-disciplinary approach in the study and teaching of Public Administration as a social science.

Chetkar Jha (Patna University) held the view that the study of Public Administration in the Indian Universities has not made much headway and the subject should first deserve before it desired and demanded its recognition as a full-fledged discipline. He complained that standard text books in Public Administration were not available.

H.U. Bijlani (IIPA) wanted that the new atmosphere in the country should be taken notice of and particularly academics in the field of Public Administration should give serious attention to Jayaprakash Narayan's call for total revolution. He also pleaded for a rural bias in the teaching of Public Administration.

V.S. Murti (Nagpur University) felt that political initiative has been one of the factors at some places in the development of Public Administration. He complained that the UGC has not yet given due recognition to Public Administration which has seriously hampered its growth as a discipline.

R.B. Das, while summing up the discussion, called for an intimate relationship between Political Science and Public Administration and pleaded for an independent status to the latter subject as a field of study in Indian Universities.

SESSION III

TEACHING OF PUBLIC ADMINISTRATION IN INDIA

The session which was chaired by Ziauddin Khan (Indian Institute of Advanced Studies, Simla) got started with a procedural query whether the four aspects of the problem as mentioned in the programme [namely: (i) The structure of the courses, (ii) Methods of teaching, (iii) Teaching faculty, and (iv) Teaching materials] should be taken up one by one or the participants should speak on basic issues involved in the teaching of the subject of Public Administration. The Chairman ruled that it should be left to the individual speakers who may approach the problem the way they deem appropriate.

Cheluva Raju initiated the discussion by inviting attention to the fact that the UGC, which has undertaken a thorough exercise in Model Syllabi Drafting in several disciplines, has not sponsored any such panel for the discipline of Public Administration. He made a spirited plea for tailoring courses in Public Administration which should be theory-based and job-oriented. He listed a number of approaches to the study of the discipline of Public Administration and concluded that there is an urgent need to develop a policy science approach for the study of Public Administration. Stressing on the vocational bias, he made three significant suggestions:

1. The Indian Institute of Public Administration should organize a *one year degree* programme for the research-oriented teachers of Public Administration as a part of faculty development programme for the university teachers.
2. The University Grants Commission should sanction fellowships to retired professors for writing of text books, preparation of specialised teaching materials, or case studies in the regional languages.
3. The conventional lecture method should be heavily supplemented by seminars, research reports, field visits and term papers.

B.S. Khanna explained at some length the Public Administration Syllabus of Panjab University which was based upon some of the thoughtful conclusions of the Mexico Meeting on the 'Structure and Syllabi in Public Administration'. He advocated the need of linking the M.A., P.Phil and Ph.D. courses of study into a well-knit pattern of integral knowledge. According to him, there are three distinct objectives of the study of Public Administration; *viz.*, (*i*) development of intellectual personality, (*ii*) understanding of the underlying policies in various sectors of public activity, and (*iii*) acquisition of knowledge and specialised skills to accomplish the job. He laid stress on the study of the discipline being firmly geared to the ethos and socio-cultural problems confronting the country.

M.J.K. Thavaraj presented a design for the study of financial

administration and highlighted the fact that the objectives of the study should be linked with the jobs to be performed in the modern state. He elaborated in great detail how the environment of administration has undergone a sea change and this should faithfully be reflected in our courses of study. He stressed upon the need for change of foci and contents from the macro as well as the micro perspectives.

R.B. Das made a point that many students in the post-graduate departments of Public Administration now-a-days come from the natural science background and this enhances the need for large social science input in the courses in the field of Public Administration. It was pointed out that a dose of social science teaching helps the students from natural sciences do better and they get along very well after a couple of months in the class rooms. R.B. Jain narrated his experience of Delhi University where the study of Public Administration is pursued within the framework of Political Science. He deplored the neglect of under-graduate teaching in Public Administration and indicated the desirability of taking a balanced perspective in tailoring theory and practice-oriented courses of Public Administration at the M.A. level. He was particularly unhappy about the situation in Delhi University were the authorities tend to think that the development of studies in Public Administration is the job of the IIPA.

At this stage, Thavaraj presented a framework for the M.A. Syllabus which quite closely followed that of Khanna's scheme. He suggested four core areas of study, namely: (i) Systems (social/political/bureaucratic/economic), (ii) Organization Theory, Behavioural Sciences, Public Policy and Aids to Decision-making, (iii) Functional areas like Personnel, Finance, and (iv) Sectoral areas like Rural, Urban, Tribal Developments and Public Undertakings, etc.

O.P. Minocha (A.R.S.D. College, University of Delhi) emphasised the need of Area Studies and was of the opinion that some kind of a built-in mechanism should be evolved to study social science contents in the courses in Public Administration.

V.S. Murti (University of Nagpur) recalled the personal efforts made by late Prof. M.P. Sharma to strengthen the courses of study in the Nagpur University. He listed the titles of

the papers currently taught and reported that Public Adminis-
tration, at least in Nagpur University, is a more popular subject
than its parent discipline of Political Science. N.R. Inamdar ex-
pressed his satisfaction with the core and optional papers avail-
able in his combined department of Political Science and Public
Administration at the Poona University. He, however, wanted
a regular paper on 'Administrative Procedure' to be evolved
for the benefit of the serving civil servants. The problem of
non-availability of literature in the regional languages can be
solved to a limited extent by the preparation of excellent text
books, for which some senior lecturers of the discipline may be
released for definite periods. He especially invited the
attention of the Seminar to the problem of appropriate
terminology in the regional languages and translation of idioms
in the vacabulary of the discipline. S.R. Maheshwari asked
about the role and performance of Granth Academies especially
in Maharashtra, which, Inamdar described as "not very encou-
raging". V. Jagannadham argued that while teachers know the
subject, but many are not proficient in the regional language.
He suggested that National Institutes like IIPA should compile
text books in regional languages as well as make efforts to
improve upon them. Pai Panandiker regretted that the post-
graduate students in Public Administration compare very unfa-
vourably with their counterparts graduating in other disciplines.
The teachers have a tendency to look at Public Administration
as a historical science. They should move from this position
and make their subject a problem-oriented science. Experi-
mentation should be encouraged and Public Administration
should be made a relevant field of study. Theoretical know-
ledge should be related to specialization and a whole range of
new training methods can be taken to class rooms to create
life-size situations. He conceived Public Administration as a
policy science and asked to have a relook to redesign courses
of study to increase the credibility of the Public Administration
graduates in the employment market.

C.V. Raghavulu (Andhra University) pointed out the factors
generally influencing attempts at the upgrading of the syllabi.
Relevance, need to formulate courses in the areas which hap-
pen to be of interest to the teacher in a department, even a
need to accommodate 'incompetent' teachers are often the

considerations in syllabus-making in many departments. He mentioned about a course in Development Administration being taught without a formally prescribed syllabus in his University and called it a successful experiment. He found the anti-West approach entirely incompatible with the study of non-western contents of our discipline.

D.R. Sachdeva (Punjabi University) presented a list of courses at under-graduate, Honours and post-graduate levels offered in his university. He expressed his satisfaction at the good work done by Punjabi University's Language Department, Hindi Granth Academy and University Text Book Board in preparing suitable teaching materials. He, however, felt that these materials have not been used very adequately, and the faculty development programme of the University needs a fresh look.

S.R. Maheshwari made a point that teaching of any discipline, being an integrated concept, needs a definite relationship between the teacher, the taught, the materials, and the examination system. Public Administration has often failed to attract the best students to its fold, and some kind of screening test for admission may be a useful device to improve the quality of the original timber. Teachers of the subject, busy as they are, do not have the time to develop sufficient literature in regional languages. He suggested that modernisation of syllabi should synchronise with some kind of refresher courses for teachers of Public Administration. He warned that no improvement in the teaching of Public Administration is possible unless we take care of the reading habits, teaching methods and examination systems in our Universities.

J.L. Seth (Lucknow University) related the status of Public Administration at Lucknow University. He was of the view that Public Administration should be located in the faculty of Social Sciences and not in Business Administration. He also listed some of the difficulties experienced in having an access to government records for research.

H.J. Pandya (South Gujarat University) explained at length the study and teaching of Public Administration in his University at Surat. He was happy about the enrolment in the subject and pointed out that his University does not insist on a M.A. Degree for certain kinds of public servants who want to work

for their Ph.D. degrees in Public Administration.

M.C. Sharma (Ravi Shankar University) referred to the not very satisfactory state of affairs in teaching and research of Public Administration at the Ravi Shankar University. This University has borrowed the syllabi from some other Universities but does not even have an independent Board of Studies for Public Administration.

Concluding the discussion, Ziauddin Khan suggested that:

1. Teachers of Public Administration should identify gaps in modernization of the syllabi and constantly endeavour to fill them.
2. Teachers of Public Administration should understand and grasp the ethos and reality of Indian social system.
3. Senior teachers should keep motivating their junior colleagues through, faculty improvement programmes, especially after four to six years of teaching.
4. Public Administration departments should have Book Banks and departmental libraries to keep their teaching materials up-to-date.
5. Relations between teachers and students should be so cordial as to create an atmoshpere conducive to better teaching and research in the field.

Session IV

RESEARCH IN PUBLIC ADMINISTRATION

The session on 'Research in Public Administration' was chaired by V. Jagannadham (IIPA). In his introductory remarks, the Chairman observed that the theoretical basis of public administration was weak, which necessitated rather heavy borrowing from other social sciences. He dwelt upon three types of crises confronted by the discipline of Public Administration: (1) identity crisis—'Where does the discipline lie and what is its context?' (2) confidence crisis—'Do Public Administrationists have the requisite academic strength to contribute to policy formulation and policy anticipation?' and (3) credibility crisis—'Do we have something unique to offer to the common

man, politicians and the bureaucrats?'

R.N. Haldipur, who initiated the discussion, reviewed the type of researches carried out in the past and highlighted the deficiencies in this field. According to him, some of the past researches lacked an interdisciplinary character, each segment having been generally treated independently of the other segments within Public Administration and, what is more, some of the historical and descriptive studies in Public Administration were much less stimulating.

Haldipur argued that there could be three basic approaches to research: existential, phenomenological, and normative. The teaching of Public Administration could be exciting if we could have studies harnessing all these approaches. Apart from these, there could be cross-cultural and comparative studies, success-failure studies, studies on the impact of various programmes and their evaluation. He suggested that researchers in the discipline of Public Administration should be more sensitive to the changing social and economic structures in the land no less than to the requirements of organizations which are directly involved in the process of social transformation. He identified areas for research on a priority basis. These include: (*a*) study on planning and implementation systems; (*b*) cross-sectoral comparative studies; (*c*) studies on rural urban dichotomy; (*d*) study of the power structure; (*e*) the impact of institutions like legislatures and regulatory agencies upon development; (*f*) phenomenological research; (*g*) role perceptions and expectations of citizens *vis-a-vis* the bureacracy on specific issues; (*i*) elite ideologies; (*ii*) value explanations; (*iii*) structural analysis in regard to the implementation of selected programmes.

These research projects using the relevant methodologies of social sciences, including the one used in anthropology, could throw up theoretical formulations of use in the teaching of Public Administration.

V.A. Pai Panandiker, the next speaker, noticed complete unanimity among the seminarists about the need for theory-building in Public Administration as well as for problem orientation in researches in the field. He noted that India already has a reasonable research base and teachers of the subject have to think in terms of integrating their goals, programmes and perspectives. He argued that the funding agencies like the ICSSR

have necessarily to observe priorities in Public Administration because the funds are limited. The Universities, he pointed out, needed to strengthen themselves academically to produce competent researches in the field of Public Administration. He remarked that some of the proposals sent to the funding agencies are not being formulated properly because of inadequate training of the researchers, which needs immediate rectification. V.A. Pai Panandiker assured that there is sufficient room for manoeuvrability in regard to the priorities if there are strong research proposals. He wanted the participants to pay close attention to the following three problems: (1) setting out research priorities in Public Administration; (2) suggesting the role which the Universities and research institutions can play in working out priorities, and (3) suggesting the ways by which research can be conducted in a limited amount of time.

R.B. Jain felt that very often the findings of the empirical studies are not related to the actual performance. He was of the view that the research base in the universities is very weak and suggested as a way out the creation of research positions within the university departments. Raghavulu (Andhra University) observed that in the past the initiative for the growth of the discipline was taken by the IIPA and the ICSSR, the latter's role however being more prominent in the recent years. He pointed out that Public Administration has been facing challenges both from social sciences and professional disciplines like Business Administration. If Public Administration has to survive and grow, our response to these challenges should aim at achieving compatibility with other social sciences in methodology and inter-disciplinary understanding. He observed that there is no dichotomy between problem-oriented and theory-oriented research, both should be pursued simultaneously. It was further pointed out that Public Administration as a discipline cannot become an indigenous enterprise unless it becomes relevant to current problems in the country and it cannot become relevant until it develops its own academic strength. Ziauddin Khan dwelt upon the limitations of the university departments of Public Administration in undertaking research. He made particular reference to the difficulties encountered by research scholars by way of lack of financial aid, access to material, language, etc. N.R. Inamdar recounted the difficulties encountered by the

teachers of Public Administration when they take up problem-oriented research and suggested that research projects should be assigned to researchers keeping in view their interests and attitudes. He also pleaded for the assignment of 'seed money' to teachers for pilot research projects and particularly stressed the desirability of creating research positions in the University Departments. M.A. Muttalib traced the growth of his Department of Osmania University and explained how research was being facilitated by teaching, training and consultancy and the cultivation of informal relationships between the researchers and administrators. He argued that as a result of the researchers' interaction with the bureaucrats, the latter are now at the receiving end and the fear of the academics becoming subordinate to the civil servants is completely unfounded. While referring to some of the general problems from which university departments, including that of Public Administration suffer, he pointed out that some of the recent regulations laid down by the UGC and the State Governments concerning the working hours are not conducive to furthering the research interests. Alternative avenues for promotion of research, according to Muttalib, would include provision of research opportunities for administrators and the grant of sabbatical leave to teachers.

B.S. Khanna raised four basic questions concerning social science research in the universities. These questions relate to some of the fundamental issues like: (a) scientific temper and creativity; (b) content of research and career objectives; (c) motivation; and (d) social and political relevance of research. M.J.K.Thavaraj justified the need for prioritising on the part of the funding agencies in view of the limited resources of the country. But he wanted that academicians should not be swayed by transient political symbols, slogans or dogmas.

Cheluva Raju suggested ways where by the academic ethos in the universities could be improved. Among the various problems facing the discipline were: (a) lack of job opportunities for students of public administration; (b) limited time and opportunities for research for university teachers; (c) lack of trained researchers for teaching courses in research methods; (d) non-availability or proper text-books in Public Administration.

S.R. Maheshwari responded to a number of issues raised in the course of the discussion. He argued that we should not be

parochial in terms of commitment to a particular method. All methods have their points of strength and limitation, and the choice of the method should be dictated by the type of research to be undertaken. Scholarship, indeed, is a quest after truth, and truth, like a diamond, has many faces or facets which may not perhaps he studied by any one method. More important than the method is the user of the method, namely, the scholar himself. Nor should he neglect the part time. researchers and the problems which he confronts. Maheshwari did not very much like the distinction between basic and applied research for purposes of funding, for both categories of researches were inter-connected and inter-related. He wanted the current note on social relevance to be interpreted broadly and cautioned against the danger of the concept becoming equated with mere 'political relevance'.

H.U. Bijlani argued that researches in Public Administration should bring to bear a futuristic orientatation in their work.

D.R. Sachdeva discussed the problems confronted in this regard by the departments of Public Administration. These are: (1) a high percentage of drop out of researchers, (2) inadequate and delayed response from the funding agencies to proposals for research, (3) unsuitability of the present rules in vogue in universities with regard to the admission of civil servants to the university research programmes such as M.Phil and Ph.D; and (4) absence of inter-departmental collaboration in matters of teaching and research.

O.P. Minocha suggested that instead of relying upon books on research methods written by foreigners, we should develop our own literature in this area. He pleaded that steps should be taken for improving inter and intra-departmental coordination and for improving informal contacts with the bureaucracy.

SESSION V

ICSSR PROGRAMME IN GOVERNMENTAL SYSTEM AND DEVELOPMENT

V.A. Pai Panandiker, Chairman of the session, explained the background of the ICSSR Programme in 'Governmental

Systems and Development' and referred to the Report of the Review Committee appointed by the ICSSR under the chairmanship of Malcolm Adisheshaiah, and particularly to that recommendation which suggested identifying of priority areas of research to be sponsored by the ICSSR. He said that the Programme on 'Governmental Systems and Development' was formulated after a series of discussions with scholars and others interested in the study of Public Administration. He pointed out that a broad view of the discipline of Public Administration was taken while fomulating the Programme and therefore it is a result of having drawn widely on various disciplines. He further stated that the involvement of all social sciences is desired in the execution of the Programme. Coming to the Programme itself, he referred to the five priority areas, namely, (1) Policy Making, (2) Bureaucracy and Development, (3) Public Sector as an instrument of development, (4) Citizen Participation— Institutional framework, and (5) Rural Development, and stated that the three areas numbered 2,3 and 4 have been earmarked for immediate attention. He said that four major instruments would be employed for implementing the Programme: (1) Projects: (2) Advance Fellowships to be held by academics and the civil servants, (3) Ph.D. Fellowships, (4) Commissioning of special papers. These instruments will be used depending on the requirements of the themes to be explored. He made it clear that there would be the necessary flexibility in the execution of the Programme.

N.R. Inamdar wanted to know if the Programme was circulated among the scholars for their consideration and comments before it was finalized. Pai Panandiker informed that the Programme was carried in the Newsletter of the ICSSR, and comments thereon were invited.

Cheluva Raju taking part in the discussion referred to the comments made by J.P. Naik, Member-Secretary of ICSSR, when he addressed the Seminar at the inaugural session, that very little of ICSSR found was lifted for research in Public Administration, and suggested that the possibility of joint submission of projects to the Council by more than one Department of Public Administration might be explored. B.S.Khanna supported this point.

V. Jagannadham referred to the need for futuristic studies.

and exercises, and suggested that this kind of studies may be included in the Council's Research Programme, and may also be undertaken under the auspices of the IIPA.

V.S. Murthy suggested the getting together of a group of academics providing direction to and conducting a research project and cited the example of an ICSSR election study being carried out the leadership of a group of scholars headed by N.R. Deshpande.

While these delegates wanted to explore the possibilities of several people pulling together to undertake research, M.A. Muttalib hinted at the operational problems and difficulties that might have to be encountered in such inter-departmental collaborative ventures, and advised cautions enthusiasm in this regard.

Listening to the queries raised and certain points made by some of the delegates and forming his impression, S.K. Goyal said that he was amazed to find such a wide gap between the University teachers and the ICSSR. He said there did not seem to be sufficient involvement of the University teachers in the business of the Council. Taking up the point, B.S. Khanna said that this kind of a Seminar discussion could have been more fruitful and meaningful had it taken place before the finalization of the ICSSR Research Programme. He also felt that professional bodies like the Indian Public Administration Association should have been involved in the process of formulating the Programme, and this would have given a sense of involvement to the public administration scholars, which they do not presently have.

V.A. Pai Panandiker intervened at this stage to give his reactions to the observations made by S.K. Goyal and B.S. Khanna on the involvement of the University community in the transaction of the ICSSR. He said it has to be appreciated that Council had not only to seek the involvement of public administration discipline but also other social science departments in the University community in the transaction of the ICSSR, in addition to all those who were interested in the Governmental Systems such as non-university research institutions, etc. He reiterated that the Programme was published in the ICSSR, Newsletter, and comments thereon were solicited. Besides copies of the Programme were mailed to Departments of Political Science and Public Administration.

Thus, reasonable opportunity was made available to all those who might have liked to react to it. He further pointed out that only a part of the fund available for Public Administration was assigned to the Programme, and therefore, someone wanting to do research on a theme not covered by the Programme would receive consideration from the Council.

N.R. Inamdar said that some one might be interested in taking up an inter-state research project involving collaboration among several University Departments, and wanted to know if this kind of arrangement would be acceptable to the ICSSR. Pai Panandiker saw no reason why this should not be acceptable if the proposal was otherwise adequate, and suggested to Inamdar to put up a concrete proposal in this behalf.

O.P. Minocha invited attention to the ICSSR rules which require the directors of sponsored research to return the literature and other material acquired out of the ICSSR sanctioned funds for the purpose of the Project, when the latter has been completed, and wanted to know why it should not be possible for the Council to allow the researchers concerned to retain them. Pai Panandiker said that it was not always a question of a few books, and sometimes it involved costly instruments. Anyhow, the ICSSR felt that the benefit of these aids should not be confined to one single individual and, therefore, it has decided to recall them, when done with.

Cheluva Raju thought that in view of the large number of research proposals that were put up before the ICSSR, the present arrangement of centralised processing might give rise to problems and difficulties. M.A. Muttalib took up the point and wondered if some kind of regionwise set up could not be thought of for the consideration of the research proposals. Pai Panandiker explained the ICSSR's procedure for handling the proposals, and pointed out that the present arrangement, though it may seem to be centralized, was not so in reality.

VI

CONCLUDING SESSION

The Concluding Session of the Seminar was chaired by

B.S. Khanna who highlighted the major points made in the last two days of academic deliberations. The participants were of the unanimous view that a periodic stock taking of the syllabus and other related matters in Public Administration was necessary for the healthy development of the discipline. Thanks were given to the Indian Council of Social Science Research which met the travelling expenses of the out-station participants, as well as to the Indian Institute of Public Administration which provided the necessary facilities as well as met some other expenses. The Indian Public Administration Association and the Centre for Policy Research were also thanked for the initiative and interest taken in the holding of the Seminar.

Other Papers
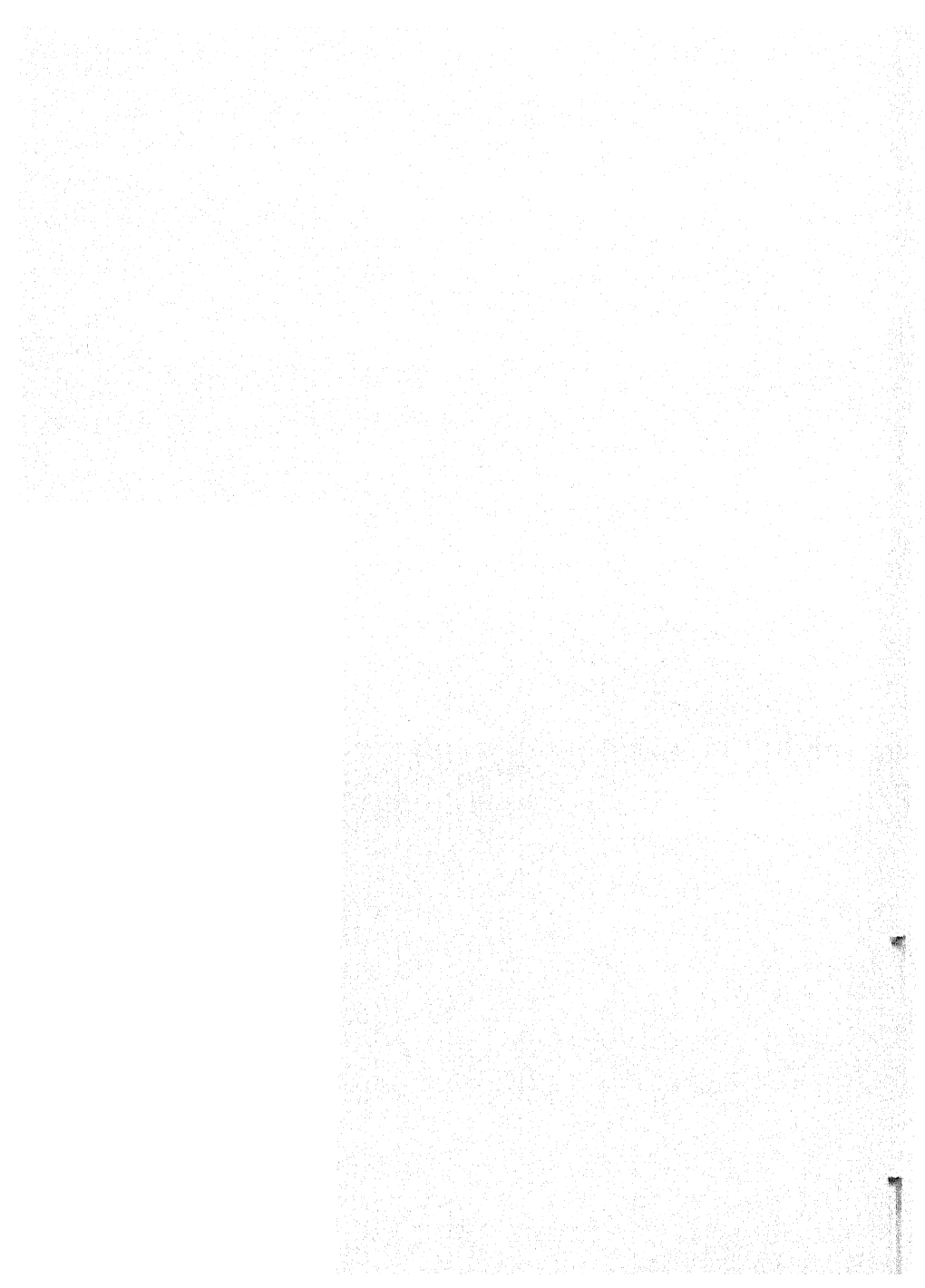
TEACHING OF RESEARCH IN PUBLIC ADMINISTRATION IN INDIAN UNIVERSITIES: SOME REFLECTIONS

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Earlier, teaching and research in Public Administration used to be a small part of the courses in Political Science in some of the universities in India. Towards the end of the fifties, the IIPA took the initiative of running of one year master diploma course as well a programme, of research. A few universities came forward to introduce degree courses and degree research programme from early sixties onwards. By now, about half a dozen universities have separate departments to take care of teaching and research while there are several political science departments which have recently added a new dimension by the inclusion of starting separate course in Public Administration or else offering substantial specialisation in Public Administration as a part of a more comprehensive course in Political Science. Several of these departments have renamed themselves as Department of Political Science and Public Administration. Besides, a few research institutes and several public service training institutions have contributed to the expansion of the study and research in public administration. Meanwhile the Indian Institute of Public Administration has also augmented very substantially its programme of study, training and research in public administration. Now that attempts for developing the study of the subject have been under way for over is decade and half, we should do some stock-taking of what has been accomplished and plan for the future.

Since the Government and administration are very much involved not only in the normal process of state building and nation building but also in the social and economic development of the people in this country and many other countries today, the study of administrative organisations and phenomena is very much bound up with the study of political, social and economic policies, and processes. We have, therefore, to re-examine the study and research in public administration in order to establish or reinforce relevant and basic linkages with other disciplines. Thus multi-disciplinary and interdisciplinary approaches need to be considered for appropriate adoption by us.

We have so far not been able to bring in any substantial cross-cultural comparative studies of administrative phenomena. Even comparative studies of administrative policies process in the various states of India are just beginning to make there appearances.

The Science of Management has undergone a good deal of development in the post-war period. Thus behavioural approaches to the study of administrative management processes as well as the use of quantitative techniques in bringing in measurements and performance evaluation, have emerged so conspicuously that these approaches cannot be ignored by us.

The doctoral researches as well as the research projects completed have not uniformly been of requisite standards. A question which need to exercise our mind has to suggest ways and means to bring about qualitative improvements and increase the relevance of researches to solution of live problems. It may also be worthwhile to explore the possibility of arranging cross-fertilisation and coordination between scholars and students of not only Indian Universities but even of neighbouring countries. As a matter of fact, we hope that one day it would be possible to have such coordination with scholars and institutions in our neighbouring countries.

Public Administration has so far not found its due place in the competitive examination and tests for recruitment to public services. Though more efforts have recently been made by a few of us to persuade some of the Governments, and Public Service Commissions to include the discipline of administration in scheme of competitive examination, much still need to

be done in this.

Some Public Administration Departments have started a programme of executive development for civil servants. These programmes have won some recognition for their usefulness. But lack of practical administrative experience on the part of the faculty and inadequacy of suitable training materials serve as constraints. Some new thinking has to be done on these two problems as well as on the problem of the meaningful relationship between university departments and sponsoring authorities.

RESEARCH IN PUBLIC ADMINISTRATION NEED FOR COORDINATION

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There is no doubt about the fact that research is an important feedback both for developing the discipline of Public Administration and for helping the governmental agencies, at various levels, in reshaping their policies, programmes and procedures. It is certainly inconceivable that any administrative machinery can adjust itself to the growing socio-economic demands of the people without continuous research. So, I strongly feel that research in public administration should receive the highest priority both in the universities and in the governmental agencies.

To fulfil the twin objectives of research, namely, developing the discipline of public administration and reshaping the public policies, programmes, and procedures, certain problems are posed. There are problems like the paucity of trained personnel and finances. Moreover, need of requisite research methodology as particularly related to the problems of public administration is also widely felt. Apart from these problems, I want to pose two other problems which come in the way of listed objectives.

First of the problems is about the listing of the priorities in the field of research. A considerable amount of work has already been done in this respect as, a few years back, the ICSSR itself has highlighted the priorities in this regard. The

priorities have been further clarified in the note prepared by V.A. Pai Panandiker. Within these broad priorities, each University should now prepare its own priorities. Every University may select one or two broad areas and try to specialize in that area. The University may take into account its own local requirement, clientele, and the specialization of the faculty. There should be conscious effort on the part of the Departments of Public Administration to build up the faculty and have the research scholars in that specialized area. Even research leading to the degree of M. Phil or Ph.D. must be undertaken in that area. In this way over a period of time we will be able to build the necessary expertise in one or two important areas of public administration. Later on, we can coordinate with other universities. I am sure, only in this way, we can develop the discipline of Public Administration. This is being done in the West.

As regards the other objective of research, namely, helping in reshaping the public policies, programmes and procedures, I want to impress on the need for better coordination between the universities, the research bodies and various governmental agencies.

I am quite aware of our own limitation. Why is it that we are not asked for our advice in formulation of the public policies ? Many economists and sociologists are in the Planning Commission and in many of them are even holding important positions in it. They are also contributing to policy formulation by being the members of various advisory bodies attached to the Ministries.

Many of valuable researches and valuable suggestions remain unpublished, presently available only in the form of typed copies in one or two universities of the country. I strongly feel that all conclusions or the abstracts of papers, dessertations or theses may be sent to the national research bodies and the concerned governmental agencies. These agencies and bodies in turn may examine the conclusions and communicate the limitations in accepting such suggestions or otherwise. They may also indicate the weaknesses, to the extent possible, in the research methodology or examination of the literature and the conclusions drawn. This will certainly help in improving upon the research work undertaken in the

applied aspect of public undertaking. Only through such a method of coordination research in Public Administration can help reshaping the public policies, programmes and processes.

PRIORITIES FOR RESEARCH IN PUBLIC ADMINISTRATION*

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A PERSPECTIVE

Few social science disciplines are called upon to deal with such active aspects of the management of the public affairs as public administration. This is all the more so in developing countries like India where the State has increasingly taken on the tasks of bringing about socio-economic change. The public administration systems in most of the developing countries tend to be rather large. In India where the Central Government alone employs nearly three million persons excluding the armed services, the range of the public administrative system is extensive and nearly all-pervasive. Whether in the agricultural or industrial, social or demographic and cultural sectors, public administration is called upon to look after more and more functions and to perform tasks which traditionally were beyond the pale of governmental activities.

This change in the functional content of public administration beginning from the second half of this century has brought in its wake many challenges of unprecedented dimensions to the academic discipline of public administration. The traditional study of public administration was woven around some of the nodal functions of administration such as organizational theory, personnel and financial management. While these administrative functions no doubt remain relevant and useful, the tasks of the administrative functions having changed to specific pro-

grammes of development, different emphasis needs to be placed today on the entire field of investigation. Public administration is much more concerned with the nature of development policy, of the instruments of implementation and the various methods of efficacious management.

It is, therefore, necessary to view and interpret public administration in much broader terms than what traditionally has been done. This is highly crucial because it will decide to a large extent the priorities for research. A narrower definition will lead to severe limitations on the entire study of public administration confined as it would be to a few important but essentially staff functions. Such a definition would not serve the discipline in the present context for it would restrict its focus for too narrowly thus affecting its relevance. Besides, the administrative needs of the Indian Polity today are infinitely more complex than a mere attention to nodal functions.

In such a broader interpretation of public administration it is but essential to make the study far more multidisciplinary. It will have to draw on many of the applied aspects of economics, sociology, psychology, political science, etc.

Placed in such a broader perspective, the tasks before public administration are multifarious and rather extensive. They range from what the State should do in the broad sectors of national life, to special methods of getting done what the State has set out to do. In between lie a whole range of issues and activities of varied hues all of which need careful study and attention.

Ideally, all these important problems and tasks require to be examined, researched into and alternative solutions found so that the benefits accrue to the larger Indian society. Such an ideal situation may not, however, be entirely possible. There are severe limitations both of financial and human resources. Indeed given the present context the human resources may turn out to be a far more limiting factor than even the financial one. The university departments of public administration are but few and the existing teaching and research staff is already heavily committed. Non-university institutions are also not too many and they too have many demands on them already. Few of the other social sciences have taken sufficient interest in the administrative aspects of these disciplines.

Given an overall situation of financial and human resources constraint, it is therefore, essential to prioritize so that there is a greater linkage between the resources and output, especially in terms of the impact on the society. This does not necessarily mean that prioritization will be at the expense of theory building in public administration. On the contrary, theory and experience should be mutually supportive and they should be built on each other.

BROAD AREAS OF SIGNIFICANCE

As a first step in the determination of priorities, the broad spectrum of important areas in public administration may be listed briefly.

Politics and Administration

The starting point in the study of public administration is the interaction between the political process and the administration one. How does this interaction take place? How do the political parties including the ruling ones shape policy making in the government? What are the political sanctions of public policy and how are they exercised?

The problem of politics and administration is rendered more complex by the nature of the federal polity in India. The interplay has, therefore, many more facets all of which play on the administrative system in a variety of ways.

The questions are crucial in a basic sense to the study of public administration, and therefore, deserve to be studied in greater depth.

Policy Institutions and Policy Studies

To begin with it is essential to study key policy institutions and processes from the point of view of policy making. Existing studies are confined to descriptive accounts of the planning machinery at the Central and to a lesser extent at the State level. We do not, however, know enough about the whole range of policy institutions as they operate at the Central and State levels. Over the past decade and especially after the Administrative Reforms Commission's recommendations.

several policy groups and institutions have been set up in key ministries. What exactly are these institutions? How are they operating? What influence do they have on the policy making in Government? What is the policy making process both at the Central and State levels in key areas of administration? It is necessary to demystify these areas and to develop generalizable knowledge with the help of rigorous academic studies.

Inevitably the focus of much attention in public administration is the entire area of public policy. In a substantive sense the public policy making is the hard core of the professional aspects of the discipline. It is what the entire political process of the country is about. How are the substantive policies made? Who initiates policies? What are the factors that legitimize policy making? What are the central objectives of public policy? Who determines them and how? What values govern these policies?

While it would not be possible to study all the key areas simultaneously, attempt should be made to draw upon multi-disciplinary academic and professional personnel interested in the public policy area to study as many sectors as possible especially the economic, social and administrative.

Administrative-Legislative Relationship

From the broader policy as well as the implementative side, the study of legislative-administrative relationship deserves a good deal of prioritization. Legislatures both at the Centre as well as at the State levels influence public policy as well as administration in basic matters. In essential ways, under the Parliamentary system, the Cabinet is after all a part of the legislature. But the legislative-administrative relationship is a wider one. Much has been written about how the legislatures 'control' the administration. Not enough has, however, been studied about the manner in which the legislatures influence the administrative, processes and *vise-versa* even though it is recognized that the bulk of the legislative initiative comes from the executive, both political and administrative. Even so how much of it from the political, *i.e.*, the party apparatus and how much from the bureaucracy needs study. How does the intersection operate? These are important issues that deserve

research and examination.

Judiciary and the Administration

The influence of the judiciary on administrative enactments and action has been so very phenomenal that judicial considerations weigh heavily on the mind of the administration. There are few areas of State and administrative action which have not come up for judicial review and process. The courts in India have indeed not hesitated to take strong stand against executive action whether in the area of administrative adjudication or even in the substantive areas.

As an area, therefore, this is important to the study of Indian administration and its efficacy. So far, some useful studies have been made largely from a legal angle. Much greater probe is, however, necessary from the point of view of administrative action and how it is influenced and affected by the judiciary.

Bureaucracy as a System of Government

Of the various constituents of the public administrative system, bureaucracy in India remains central since the administrative or governmental apparatus is essentially designed on the bureaucratic system of management. The entire government is largely structured on bureaucratic lines and the bureaucracy wields an unusually high degree of influence both on policy making and even more importantly on the implementation.

Considerable amount of work has been done in the last decade on the civil service system particularly on the recruitment, selection and training. The official commissions and other bodies such as the Administrative Reforms Commission, and the Pay Commission have contributed a great deal of useful literature on the topic.

Even so the bureaucratic system as such, *viz.*, the organization of the bureaucracy, its system of operation, and its entire behaviour *vis-a-vis* the State and citizen still needs a great deal of investigation. This is not less important in general administration than in developmental spheres. Systematic studies would, therefore, be of great utility both for the practitioners and to the academica.

Rural Administration

Since the bulk of India lives in the rural areas, vital questions arise about the manner in which the rural administration is organized and operated in India. Since the beginning of planning, rural development in its various incarnations has received attention of the policy makers, practitioners and scholars in public administration. Several past institutions such as community developments programmes, etc., have had uncertain success in building effective rural administration. In the meantime the problems of rural development have magnified and the tasks have become formidable.

In the next decade or even the quarter century, rural administration will remain central to the public administration of the country. The need is, therefore, to study the rural development as well as general administration from the point of view of policy alternatives and organizational instruments.

Urban Administration

While rural administration will remain the kingpin of the public administrative system, growing organization of the country will pose several crucial problems both for the polity as well as for the social system. As it is today nearly a quarter of the nation's people live in the urban areas which are generally poorly organized and administered. In turn, these issues raise administrative problems which are not entirely easy to resolve as has been shown in Calcutta, Kanpur, or even Bombay and Delhi.

Urban administration will, therefore, deserve a good degree of priority for study and research by scholars and practitioners in the field.

Development Administration

One of the areas of maximum growth and expansion in the last twenty-five years has been the entire administration of development. In India despite the fact that the needs of administration geared to development are different, the same patterns of administrative organizations, structures and procedures have been applied to development administration as to the general or traditional administration. This has, as many studies show,

affected performance in sectors after sectors of the national development programme.

Do we need an administrative apparatus which is differently organized? Do the administrative institutions and practitioners of the hoary past carry relevance into the future? How do we deal with those sets of tasks which are involved in the development administration? These questions need to be carefully studied with reference to specific development sectors.

Public Sector Administration

One of the major outlets for state participation in development activity has been the public sector. Both at the Central as well as the State levels; the public sector especially in the corporate form has proliferated vastly in the last twenty-five years. Central Government investments in the public sector excluding the Railways now amount to nearly Rs. 6,000 crores. The magnitude both financial and in terms of the consequences to the national economy of the public sector are, therefore, enormous.

Several useful studies have already been made of the public sector by scholars and official agencies including the erstwhile Committee on Plan Projects in the Planning Commission and the Administrative Reforms Commission. Many new problems, both of economic, and of administrative vintage, however, keep coming up in operating the public sector. These range from the management systems to personnel, to relationship with the Government and the legislatures, and to the actual performance.

Priority needs to be assigned to the studies in the areas of management performance, public sector as an instrument of development, the internal systems, and affective public control.

Citizen and the Administration

The future of the present Indian polity depends to a great extent upon the health of the relationship between the citizen at large and the administrative system. The quality of this relationship is basic to the successful operation of any democratic system, even more so, to the success of the entire development programme which hinges so largely on the citizen response as in India. Indeed in several ways this relationship will determine profoundly the performance of development planning in India.

Traditionally the relationship has been based on an unequal footing since the administration always represented the matters of the rulers. The situation having changed at least in a formal sense, the question is how far has this truly affected the behaviour of the administrators.

Studies, therefore, need to be made of the relationship in specific administrative situations focussed on the attitudes and behaviour of both the groups. Perhaps, a beginning could be made in a few traditional areas like revenue, income tax as well as in the development areas like agriculture, family planning, etc.

PRIORITIES

The main criteria to be adopted in suggesting priorities are (*a*) the relevance of the fields to the social needs at the moment, (*b*) the importance of the topics to the academic discipline of public administration, and (*c*) their utility in responding to the requirements of the citizen at large. With these considerations in mind, the following five areas are suggested for investing a substantial amount of the time and money available for research in public administration:

1. Politics and Administration.
2. Policy Institutions and Policy Studies.
3. Bureaucracy as a System of Government.
4. Development including Rural Administration.
5. Administration of the Public Sector.

Within these five major areas, a certain amount of further prioritization will need to be made. The existing state of knowledge in each of these fields and research work done differs a great deal. Even so, and especially given the administrative tasks before the nation in the next five to ten years, the focus of these studies should be geared to performance as the key administrative variable. An integral part of performance should be citizen satisfaction. In other words, the design of the studies in each of these areas should be geared to the improvements in the administrative system in actually delivering what it is supposed to deliver. This should incorporate the whole response of the

administrative system to the citizen, how it looks at him and the efforts it makes to satisfy his legitimate needs and expectations.

Hopefully, such a purposive programme of research in public administration built on the efforts of the researchers essentially from public administrators but extended to include practitioners of allied social science disciplines, would provide a useful input into the broader policy which would help in the resolution of major social and political problems facing the nation.

PUBLIC ADMINISTRATION: THE NATURE OF THE CRISIS

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Twenty-five years of curricular existence is long enough to warrant self-evaluation and stock-taking of the state of the discipline. Developments over these years seem to be a mixed bag for the discipline. While the cumulative impact of the expansion of research facilities and the strength of University faculties is indicative of a favourable atmosphere for the growth of the discipline of public administration there are also several serious challenges. Although much has been said and written about the marginal status of the discipline, sufficient attention has not been devoted to an examination of the various challenges facing the discipline. The contention of this paper is that those involved in the discipline should respond positively to the manifold challenges in order to mitigate the crisis confronting the discipline. Inability to reorient our methods and analytical techniques, minimal concern for absorbing the relevant social science knowledge, sub-disciplinary parochialism, reluctance to revise and upgrade the course content constitute the key problems.

CHALLENGES TO THE DISCIPLINE

The most important of the challenges stems from advances in the behavioural sciences which stress the use of approaches and methods that have greater methodological rigour, incorporate operationally definable concepts, have empirical orientation

and are interdisciplinary in character. The scientific method has overrun the territory of most social science disciplines, resulting in a fundamental transformation. Political science, the last to be affected by this social science revolution has made considerable advances in some areas of research (voting behaviour and opinion formation in particular) and has demonstrated greater responsiveness and assimilative power than has the discipline of public administration. However, recent attempts at quantification in public administration research have not gone beyond building two-variable relationships—a tendency which non-quantitative research has been accused of; the operationalisation of concepts and the analysis of casuality built into such studies do not elevate their level of measurement or procedures of induction.

This is not to suggest that method should be the 'be-all' and 'end-all' of a discipline. There are several research problems that place a premium on insight. In such cases, quantification cannot be a substitute for judgement. Yet, much of the research that carries the prefix or suffix 'administration' reads like contemporary history or suffers from an excessive dose of the historical-legal approach. Most of the contemporary research problems seem to require insight as well as measurement.

There are also grave dangers if every researcher joins the behaviour bandwagon. The availability of trained and committed researchers for field work is a *sine qua non* for behavioural studies. Further, the senior personnel engaged in directing quantitative research require adequate training in statistical skills and sufficient exposure to the theoretical knowledge in the relevant area. In the absence of an adequate number of trained personnel, one might end up with unreliable data and barefoot empiricism. Quantitative studies of this category impede rather than advance the interests of the discipline.

A second challenge to research and teaching in public administration comes from an allied professional discipline such as business management. Research and teaching in management have been considerably 'upgraded' by making them more sensitive to the advances in social sciences and by inducting into the management faculty personnel with advanced training in the behavioural sciences, statistics and operations research. In

recent years, the Government of India has been involving university departments of business management in the conduct of programmes of continuing education for public sector executives. The Government have also been showing greater inclination to recruit the graduates of business schools for jobs in public undertakings and in other areas of development administration. The preference accorded by the Government to business schools and university departments of business management is due to several factors. Firstly, these schools and departments, generally, have faculty with broadbased training. Secondly, their curricula reflect a behavioural science orientation, apart from an emphasis on skills that are readily transferable to administrative situations. Thirdly, they seem to offer greater credibility by virtue of their rapport with practitioners and involvement in the ongoing organizational processes. It is no wonder that similar preference for students of public administration is not forthcoming. Public administration has not received the recognition that its products have the requisite talent and credentials for work in Government; even for the most positions of research officers and investigators in Government, students of public administration are not eligible. For instance, the Government of India's advertisements for research positions seek graduates in commerce, economics, statistics or business administration. The situation calls for introspection and self-evaluation. It is doubtful whether the graduate of public administration departments of the Indian Universities would measure up to the expectations of the employers. For one thing, they are not trained to prepare them adequately to undertake jobs requiring business acumen or even administrative excellence.

A related issue concerns the widening gap between the institutes engaged in training and research in public administration (IIPA, Administrative Staff College, L.B.S. Academy of Administration and the Institute of Bank Management in particular) on the one hand and the university departments on the other in the spheres of course content, skill-orientation and methodology. The reasons are not dfficult to seek. The training and research institutes are, of course, much better endowed in terms of funds, faculty competence, trained research personnel for field work and a working environment conducive to interdisciplinary team work. Conversely, university departments are

burdened with a number of problems. These include preoccupation with teaching commitments that leave little time for field research, financial constraints that disallow any subsidies for stationery, clerical and research assistance and travel to professional meetings, conferences and the acute overall unemployment situation that promotes recruitment policies which encourage in-breeding. Thus, induction of outside talent into most university departments is practically absent.

The third challenge to public administration departments comes from within. There are many teachers who have developed a feeling of exclusiveness in favour of some narrow area within the discipline. They seem to live in their own little 'platoons'. This breed of teachers are generally reluctant to learn about advances made in the larger discipline, let alone catch up with the expanding horizons of social sciences. In this group of teachers, there is little recognition that administrative reality has to be understood in the context of social, political and economic reality. There are clear dangers embracing approaches of sub-disciplinary parochialism and exclusiveness. Though it is not widely known and keenly felt, sub-disciplinary interests discourage extensive transformations of existing course offerings or weeding out of some of the obsolete courses. Sub-disciplinary parochialism might sometimes be justified on grounds of promoting specialization within the discipline. This, however, is not the case. Nurturing of specializations without corresponding exposure to the changing theoretical and methodological orientations of the discipline and of other social sciences is, perhaps, not conducive to the overall growth of public administration. In a world of expanding knowledge, exposure to the approaches and content of cognate disciplines is probably the only route to strengthening the core of public administration. Moreover, it is seldom possible to articulate the subject-matter or analyze the administrative process or grasp the interrelations of phenomena without concurrently juxtaposing concepts and theories of related social sciences.

A fourth challenge to the discipline of public administration arises from inadequate facilities provided for communication and rapport among researchers, policy advisers and decision makers. Although the question of rapport is linked with the wider issue of social legitimacy for social science research in

general, the researcher in public administration has to depend upon the practitioner at every stage of his enterprise to a much greater extent than his colleagues in other social sciences have to. Besides his reliance on hard data concerning programmes and performance, a student of public administration requires the administrators, insights into and reflections on the administrative organization and its operations. The researcher also needs the cooperation of the civil servant in absorbing the findings of the research effort. As every seasoned researcher knows it, an enormous amount of time has to be invested by him to secure the cooperation of the officials in his research pursuits. Juniors in the academic profession find it even harder to get access to information or contacts with highly placed officials. A sociologist interviewing respondents on the subject of religiosity or a political scientist researching on political attitudes or a marketing specialist collecting data on consumer attitudes may find their field work considerable easier than would their colleagues in public administration. Advance correspondence and scheduling of appointments with bureaucrats might be of some help. Yet, the normal tendency on the part of the officer respondents is to accord a low priority to the researchers even for appointments. Nevertheless, it may be kept in view that the bureaucrat's schedule of work is not under his complete control. He has to respond to his superiors, attend on phone calls and make arrangements to receive important visitors who might drop in without advance notice.

Inadequate rapport with bureaucrat respondents is often reflected in the quality of the research produced. The problem of rapport building between the researcher and the practitioner is not always concerned with one-to-one relationship. The typical bureaucrat has a grouse against the researcher; what many researchers write is either highly subjective, is based on insufficient understanding or, is unclear. On the other hand, the researcher levels the much familiar accusation of status-consiousness on the bureaucrat. While some of the problems arise out of misperceptions of each other's roles, the more enduring ones seem to stem from considerations—lack of interchange of personnel and status distance—that have been focused upon in the ICSSR survey reports. The problem of gaining legitimacy for research work of social scientists, as it turns out, has

deeper roots in our social and intellectual tradition. Panandiker refers at least a part of the problem when he observes:

Interestingly enough, despite the mandarin-like traditions of the Indian bureaucracy, its attitudes towards the knowledge fields is highly anti-intellectual. There is a great deal of suspicion of the University dons, of researchers who tend to question the accepted or the conventional wisdom. It is almost as if the civil service feels that the intellectuals are out to destroy the temple of bureaucracy.[1]

CURRICULUM REAPPRAISAL

For a variety of reasons associated with the origin and process of expansion of university teaching faculties in public administration, the task of curriculum reappraisal does not appear to have received adequate attention. ICSSR which has been evincing keen interest in the discipline of public administration is concerned primarily with the enterprise of research. One would have expected a late-starter discipline such as public administration to build the curriculum with a fresh academic or professional perspective and with sharply defined objectives. On the contrary, existing university offerings in allied disciplines and the training and orientation of the teachers considerably influenced the course content of public administration. As a consequence, we are left with many courses that are examples of static treatment of structures and functions with a minimal concern for theory, methodology or an analytical understanding of the complex administrative phenomena.

Decisions concerning changes in the curricula should be guided by several objectives. One of these may be expressed as the promotion of the career objectives of students. It is not, however, possible to have sharply defined career objectives or a professional orientation in the absence of avenues for direct entry into specified government jobs. A master's degree in public administration from an Indian university unlike its counterparts in the West, does not guarantee a slot in government.

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[1]V.A. Pai Panandiker, "Bureaucracy and Policy Making", *ASCI Journal of Management*, Vol. III, March, 1974, p. 243.

High levels of white-collar unemployment and the emergence of parallel examination schemes for entry into government jobs rule out direct entry for these products in the near future. In the past, a large proportion of the master's degree holders in public administration were absorbed in the academic world and the remainder civil service jobs at various levels. Assuming that the academic profession and civil service would continue to provide the main channels of recruitment, the curricula needs to be oriented to subserve the needs of these two streams. In the case of competitive examinations, the students, in order to be successful, require adequate grounding in the subjects and possess verbal and analytical skills of a high order. Besides such skills, an academic career places a high premium on information processing and communication skills and in-depth knowledge in an area, coupled with interdisciplinary and methodological orientations. Apparently, there is no serious difference of opinion on objectives of the curriculum, regardless of the stream (academic or civil service) into which the student is hoping to enter.

Those responsible for syllabi revision should also keep an ascending perspective. The content offered at the lower levels of the educational ladder need not be repeated at the upper levels or where repetition is unavoidable, the analytic level be of a far higher order.

It is often argued that uniformity in the syllabi of the universities and institutions offering courses on public administration is necessary. The principle of uniformity may have greater relevance at the school and collegiate levels rather than at the university level. There is a manifest danger in transferring principles of curriculum development suitable to one (school or college) level to another (university or post-graduate) level. Measures that are most relevant at the school level might be dysfunctional at the upper levels of the educational system. For post-graduate programmes it is desirable to think in terms of broad guidelines and directions relating to overall academic standards, course-load and grading procedures rather than harp upon sterile uniformity that cripples initiative and freedom for experimentation and innovation.

SOCIAL RELEVANCE

Social relevance is considered to be an important objective that should guide our decisions in building a curriculum. Social relevance is, however, a 'messy' term; it is extremely difficult to provide it with meaningful referents. While the broad social and political objectives at the national level provide the overall framework for determining what is currently at a premium in a given situation, it is also likely that the university personnel might perceive certain social crises and problems well ahead of policy-makers or develop academic perspectives about social and economic problems involving a longer time-span. Being the gate-keepers of knowledge, the universities could be in the vangaurd in organizing courses that might reflect the immediate interests or priorities of the Government. We might note that in recent years the teaching and research interests in some of the Western universities in problems relating to environment proceeded Governmental programmes in this area. Viewed thus, the organization of some new courses and modification in the content of existing courses might take the clue from the ongoing governmental policies and programmes. At the same time, some other courses might be organized on the basis of professional perceptions of social requirements and disciplinary perspectives and trends in the international arena. In both the cases, there is need for exposure of the professionals to the broad currents in the discipline as well as sensitivity to the changes in the immediate environment.

Social relevance also implies the development of problem-oriented courses. In this context, one has to consider the sequences involved in the development of a problem-oriented curriculum. Given the close interaction between curriculum building efforts and the research pursuits, a shift of emphasis towards problem-orientation in our research interests is a pre-condition for similar shift in the content of the courses we offer. Without such a shift at the research level, it may not be possible to produce standard teaching materials, based primarily on indigenous data.

NEED FOR ADOPTING AN ECOLOGICAL APPROACH

In a society with a high degree of social change, organi-

zational problems emanate from such diverse sources as technological developments, population growth, elite dispositions and political perspectives and changing values and beliefs of the articulate strata of the society. But organizations differ consi-derably in their rates of internal change and external adaptation. The diversity in the problem-solving capacity of the organizations can be understood only when we consider the environmental factors apart from organizational characteristics. Research-oriented to problem-solving has to perforce deal with the complex inter-relationships that go with the functioning of any given organization. Studies interested primarily in problem-solving can sacrifice methodological rigour and abstract theori-zing and present data and recommendations to fit into specific policy options. At the same time, the principal investigators need an interdisciplinary orientation to enable a broad under-standing of the interrelationships and the phenomena 'causing' the problems. Problem orientation is not a seductive way out the intellectual quandary or a return to the conventional academic fare in public administration. Nor is it an opportunity to spin around a few 'holy' cliches or the pursuit of ad-hocism. As Satish Arora warns: "Responding to urgent problems with speed, however, has meant that very often analysis has been restricted to fairly conventional terms."[2] The ICSSR Committee presents a clearer perspective on this point when it argues that the discipline of public administration has to "develop concepts and theories which facilitate an understanding of real life problems and ways of resolving them."[3] The statement would imply that our current understanding and conceptualization about administrative phenomena have not reached a level necessary for problem-solving.

A further implication follows from our commitment to develop an indigenous research base. In order to identify new phenomena and evolve new conceptual categories and tools of analysis, basic research involving theory-building should also be emphasized besides problem-oriented research. While problem-oriented research requires an open-door policy in

[2]Satish K. Arora, "Policy Sciences: Researching How without Asking Why?", *ASCI Journal of Management,* Vol. IV, March, 1975, pp. 163-175.

[3]ICSSR, *A Report on Social Sciences in India: Retrospective and Pros-pective,* Vol. 1, New Delhi, 1973, pp. 30-31.

regard to proposition-building and methods, research aimed at generating theory requires a focus upon testing and verification of exsiting theories—developed in some specific cultural contexts and the operationalization of logico-deductive models. In either case, the research work involves a highly insightful study of the facts at one's command, a requirement which a rigorous academic training alone would make it possible. In sum, public administration as a discipline cannot become on indigenous enterprise unless it becomes relevant to current Indian problems; and it cannot become relevant until it develops its own academic strengths. The curriculum in public administration, it follows, must be based on a strong intellectual framework, interdisciplinary understanding and methodological orientation.

CONCLUSION

In the past, the initiative for changes in the direction and growth of the discipline of public administration have come from national bodies such as the IIPA and the ICSSR. The latter in particular has been playing a prominent role in recent years. Any discussion on the problems of research in public administration should take into consideration the relevant points raised in the ICSSR surveys. If public administration has to overcome its deficiencies that reduce it to the status of a marginal discipline, professionals have to recognize the various internal and external challenges to the discipline. Considering the pre-eminent position accorded to the public bureaucracy in this country, the twin functions of scholarship and social engineering in this area will acquire renewed validity, provided we respond to the various challenges facing the discipline. To begin with, our efforts at curriculum improvements should be based on recognition of the complementarity between public administration and the relevant social science disciplines. Dwight Waldo has suggested that education and training in public administration may in some ways be similar to that in medicine; both should draw on the contributions of a range of social sciences at the theoretical base. Recent trends involving shifts in the knowledge-base and status of public administration make it imperative to aim at achieving compatibility with other social sciences with respect to approaches, methods and techniques of

analysis. Keeping the British situation in view, Prof. Mackenzie observes:

> Public Administration, in its early days at the end of the 19th century, implied a rather special view of the role of the official in politics as a 'human tool' in the hands of his political masters, whether democratic, oligarchic or tyrannical. After 75 years of further experience, no one believes that any more; and public administration, as a study, is looking round for a better label. Perhaps the best line at present is to call it 'policy making' or 'policy process' phrases which suggest a debt to the development of organisation theory in its various forms.[4]

On the issue of nativity versus universalism in the concepts and the paradigms, pluralistic approach may be preferable until we reach a more mature stage in the growth of the discipline. At the present stage, researchers in public administration have to focus upon isolating dimensions of reality including recognition and categorization of phenomena and enlargement of the conceptual repertoire so as to increase the 'substance' of the discipline. Hitherto, problem-orientation and theory-building have been considered by some as distinct alternatives; as against this, it is suggested that both the alternatives may be pursued simultaneously. The focus should be upon improving the overall intellectual strength of the discipline and developing the analytic abilities of its clients—students, researchers and practitioners.

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[4] W.J, Mackenzie, "Political Science : Between Analysis and Action", *New Society*, London. Vol. 29, No. 616, July 1974, p. 219.

ELEMENTS OF CURRICULUM AND SYLLABUS FOR TRAINING IN AN INTEGRATED APPROACH TO BUDGETING*

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As outlined in the guidelines for the seminar, the broad objective of the seminar is to develop and formulate training curricula on the conceptual framework for Integrated Budgeting to be used for developing and/or conducting training programmes in this field either by the national training institutions in the ESCAP region or by the ACDA. As mentioned in the guidelines:

> The Conceptual Framework is concerned not only with efficiency but also effectiveness in ensuring that national development programmes have their intended social impact. To achieve this, the budgeting process is to be treated as part and parcel of the processes of national policy-making, planning, programming, and resource allocations, prior to budget authorization, and with the processes of monitoring, evaluation, and control afterwards.

The curriculum and course contents should be designed to fill the gaps in conceptual understanding, skills and techniques required for developing an Integrated Approach to Budgeting for the

officers of the ESCAP region engaged in planning, programming and budgeting. For this purpose, it is desirable to outline the various components and sequential steps in any training module. This is attempted in Part I of this paper. The curriculum and course content in terms of the specific objectives and skill requirements of an integrated budgeting system is outlined in Part II of this paper.

CONCEPTS : TRAINING, CURRICULUM AND INSTRUCTION[1]

Training is a process of *learning* to change the *performance* of *people* doing *jobs*. It is not the same as education of communication. Training is a form of education and communication, both of which in their general meaning are broader disciplines.

Jobs are made up of a number of specific tasks that people do. The number of tasks, their complexity and difficulty and the relationships between them vary widely from job to job. The knowledge, skills and attitudes required for job performance also vary. There may be different styles of doing a job. If training is to improve job performance, the job itself must be fully understood.

The *people* we speak of in training are almost always adults. Consequently, in seeking to change their job performance through learning, we use principles drawn from adult education. When dealing with adult doing jobs, we have to take into account in our planning the fact that persons bring to the training situation existing knowledge, skills and attitudes regarding that job, as well as ways of learning. This requires us to pay attention not only to the goals we have for training, but also to the goals—and existing skills of the learner.

When we deal with *performance* of people doing jobs, we are talking about how well they carry out the tasks that make up their job. We make judgements about the way that person

[1]Adapted from Rolf P. Lynton & Udai Pareek, *Training for Development*, Homewood, Illinois: Richard D. Irwin Inc., 1967.

Also, the 3 volumes of W. James Popham Eva & Baker: 1. Systematic Instructions, 2. Establishing Instructional Goals, 3. Planning Instructional Sequence, Prentice Hall Inc Eaglewood Cliffs, New Jersey, 1970. Also Prancise J. Hickerson and John Middleton, Helping People to learn: Module for Trainers, East-West Centre Communication Institute.

performs in the job. These judgements about performance or behaviour on the job are in terms of the results of performance.

Generally we need to change job performance when:

(a) The employee does not know how to do all or part of his/her current job.

(b) The employee is given new tasks requiring new knowledge, skills or attitudes.

(c) The employee is given an entirely new job requiring new knowledge, skills or attitudes.

In all these cases the need for training comes from the need to enable the employees to perform differently on the job. Training, therefore, can be said to be based on discrepancies between what the employee now does and what the organisation wants done. This is called *performance discrepancies.*

Learning refers to changes of somekind in the learner. Such changes cover:

(a) Psycho-motor domain—physical and manipulative skills. It involves perceptions, set (preparatory, adjustment for particular action or experience), guided response, mechanism (confidence), complex overt response.

(b) Cognative domain—the ability to recall learned materials and the development of thinking skills. It involves knowledge, comprehension, application, analysis, synthesis and evaluation.

(c) Affective domain—attitudes, values and interests. It relates to receivirg (Learner's sensitivity to the existence of certain phenomena and stimuli), responding (actively attending), valuing (holding a particular value) and organisation (internalisation of values).

Trainers should know what they want their learners to become. In other words, they should be concerned about what observable behaviour or action-oriented performance should the learner achieve at the conclusion of the instruction or training programme. Then only they can build into the instructional units opportunities for the learners to practice behaviour or

actions consistent with those desired objectives. Thus, the trainer is faced with questions of ends and means.

Curricular question is exclusively concerned with determining the objectives of the educational system. While selecting objectives (ends) for the module or its particular segments/instructional units the trainer is engaged in curricular decision-making. When he is concerned with the selection or evaluation of the instructional schemes (means), syllabi or contents and instructional technology—by which these goals and objectives are to be accomplished, he is engaged in instructional decision-making. Thus, the distinction between curriculum and instruction is essentially a distinction between ends and means. Consequently, quite different approaches should be used in making curricular and instructional decisions.

Instructional questions usually are amendable to empirical solutions. Curricula questions generally are not. Without exception, the determination of what an educational goal should be is a value-based process. In other words, curricular decisions involve value preferences. Once educational goals have been selected, it is possible to test empirically the efficacy of alternative procedures for achieving these goals. That is to say that instructional decisions can be made empirically.

Precise instructional objectives are prerequisite to precise sequencing. What the learner will be required to make to each stimuli to which he is exposed? How will he be expected to behave at intervals of instruction? Which behaviours are enroute behaviours—what does the learner need to be able to do (pre-requisite skills and abilities) before he can successfully perform the desired behaviour? What sub-objectives of the various components of instructions are necessary to motivate and sustain the interests of the learner? etc., are some of the important curricular questions.

DECISION TO TRAIN

Need for training could be identified by assessing those discrepancies in the performance of people doing jobs in organisations for which training is the appropriate remedy. Job analysis is the first step in the Discrepancy Model. Without such an analysis, training will not prepare people to solve their

problems, learn how to perform their jobs better, and get improved results for their efforts.

The identification of performance discrepancies will indicate to the trainer and the administrator areas of job performance which need to be changed. But training is not always the proper action to take to correct performance discrepancies. Many performance problems are not problems of knowledge and skill, and a formal learning programme will have little impact on these kinds of problems. Other changes, often administrative, are required to eliminate discrepancies in performance. Decision to train should be taken only where training is deemed to be the most effective remedy for the identified performance discrepancies.

Job or task analysis is a systmatic process for defining a job, determining what performance discrepancies exist in that job, and providing a basis for selecting important instructional objectives to teach so that the employee can do that job. The function of a task analysis is to determine what to teach. Performance discrepancies exist because of lack of skills or knowledge (information) or because of weaknesses in their management system. Task analysis helps the trainer identify discrepancies of both kinds and to select those which can best be attacked through training. Task analysis is carried out for a job category or type, not for each individual.

SETTING TRAINING OBJECTIVES AND FORMATIVE EVALUATION PROCEDURES

Behavioural training objectives is a way of describing the objectives of a training programme in terms of what the trainees should be able to do at the end of the programme. These objectives are based directly on tasks and duties identified through job analysis as performance discrepancies. Precise statement of these objectives gives direction to the training programme. Clarity of goals would also enable the trainers to communicate more easily with each other and work cooperatively in a coordinated manner. These objectives are action-oriented. Three basic rules are to be followed in formulating training objectives. They are:

(a) They must specify what the trainee will be able to do

at the end of the training that he was not able to do before the training.

(b) They are written in terms of the trainee's actions. They are not concerned with either the content of the course or a description of how the instructor intends to achieve the desired objective.

(c) They must state the desired outcome of the training in terms of observable measureable actions.

Clearly stated objectives can:

(a) facilitate instructional design and development by providing clear goals to work towards;

(b) facilitate curriculum development—sequencing, eliminating gaps and overlaps;

(c) promote more efficient communication between trainers, administrators, researchers and trainees;

(d) make it evident what students actually learn, thereby permitting selection of most important goals;

(e) permit instructions to be evaluated and thereby improved;

(f) promote individualised instruction by making it possible to evaluate the progress of each trainee;

(g) permit students to be more efficient learners, when they find out what is expected of them;

(h) eliminate the time when trainees can already achieve all or some objectives before beginning a course;

(i) tend to aphillosphy of trainer responsibility for helping learners master objectives;

(j) facilitate research in training—advance instructional technology;

(k) promote a new role for trainers—instructional designers, managers and resource specialists;

The success of a training programme must be evaluated in terms of the stated objectives. The proper post-evaluation consists of 'test items' or 'testing procedures' which duplicate as much as possible the action called for in the behavioural objective. In other words, if the objective states what the trainee should be able to do at the end of the course, the trainee

should do exactly that for the post-evaluation. A good post-evaluation will tell the instructor whether or not his instruction was successful. The purpose of this is to improve the future training programmes. Evaluation must come after the learning activities for that particular objective. That is, the trainees must have the opportunity to practice the desired behaviour before they are tested on it. The practice itself cannot also be the test. Such an evaluation should test all the trainees. If the trainee performs it correctly the training has been successful; if he cannot, then it needs improvement.

Post-evaluation is different from pre-evaluation. The latter is an evaluation conducted before the instruction begins to determine what the trainees already know about the subject matter and other important information about the trainees.

A good pre-evaluation should accomplish the following:

(a) It should determine whether or not the trainee can already do the activity which is going to be taught.
(b) It should determine whether the trainee has the prerequisite skills needed to learn the new skill (if any prerequisite skills are needed).
(c) It should find out enough background information about the trainee in terms of his interests, skills and experience so that the trainer can plan the learning activities properly.

Post-evaluations must be preceded by criterion check. A criterion check is a short test given during the teaching-learning activities to enable the instructor to find out how well the trainees are doing. Usually the criterion check is given while the trainee practices the various activities scheduled in the training programme. It will consist of a set of exercise or tasks or project to do. The results of the criterion check can be used to improve the instructional process. Essentially, there are two main decisions to be made following criterion checks. These are: what to do about the trainees who have learned the skill and what to do about those trainees who have not learned the skill.

DESIGNING TRAINING

(a) Perceived purpose—the trainee must see why he should study something.

(b) Graduated sequences—the trainee must proceed step by step and each step must be in some way more difficult than the previous step.

(c) Individual differentiation—each trainee should be given the opportunity to learn in the way best suited to him.

(d) Appropriate practice—all trainees must practice doing the action described in the behavioural objective.

(e) Knowledge of results—as the trainee practices, he must know whether he is performing correctly or not.

Consistent use of these principles can help to increase the relevance of learning activities to the job and motivate trainees; give the trainees more confidence and mastery over the subject of their learning; improve communications and relations between instructors and trainees; provide special help for the problems of the 'slower learners' while affording more advanced trainees to develop to their fullest extent; reduce boredom and discipline problems; reduce the burden of instructional load off the instructor and so on.

Perceived purpose must be developed at the earlier part of the training programme and must be positive towards the subject giving the trainees a reason for studying that subject. It must be relevant to the specific behavioural objective being taught. It must be relevant to those particular trainees and support his self-esteem.

Graduated sequence is one of the best known principles of educational psychology. Basically it means starting with the easiest for the trainee and gradually progressing to what is more difficult for him until the objective is reached. Trainees learn better through a graduated sequence. Some difficult skills cannot be mastered until the pre-requisite skills have first been learned. It is more motivating to the trainee to start with something that is familiar to him or that he can master easily. Once he learns how to do one step, he will be eager to proceed to the next. On the other hand, if he starts with something too difficult for him, he may become so frustrated that he will

decide to give up altogether. Since step by step progress will make the trainee more and more involved it will make the instructor's job easier.

Graduated sequence may be from simple to complex; easy to difficult; known to unkown; familiar to unfamiliar; highly motivated to less motivated; individual parts to the complete whole; individual units to a combination; doing something with help to doing it alone; and, from theory to practice. The essence of graduated sequence is that the trainee should be able to progress slowly something easy and familiar to him to something difficult and unfamiliar to him.

The step by step build-up can be done in a number of ways:

(a) The instructor can divide the objective into smaller parts and teach each part separately first and then put them all together to form a combined objective.

(b) The instructor can start with those parts of the objective which the trainees already partially know or are at least familiar with.

(c) The instructor can start with very simple problems or questions or situations and gradually progress to more difficult ones.

(d) The instructor may start with a demonstration and then have the trainee try the action as the instructor guides him. Then the trainee may try by himself.

(e) The trainee may first simply memorise the theory and then try to apply the theory in actual practice.

(f) The trainee may first try action on a model or in a role-play situation and then try it in a real situation.

The teacher-instructor may use graduated sequence by following any of the above methods.

Individuals learn difficult things in different ways and at different speeds. Trainees may be differentiated by intelligence, by speed of learning, by previous experience or educational background, by interests, by special talents, by sex and age, by job designation, by trainees' own preferences, by motivations for learning the course material, by language ability and so on. Based on actual differences among the trainees, the trainer can structure the learning activities in such a way that each trainee

is given the conditions and opportunities for learning which are most suited to his own personality and needs.

The purpose of training is to develop the trainee. The purpose of individual differentiation is to find the best way of developing each trainee in a positive way. This does not mean that the instructor has to divide the class on a one-by-one basis. He may group the trainees into categories based on their individual differences.

In a sense, the core of training is appropriate practice, *i e.*, doing exactly the same action as described in the objective. People learn best when they are given an opportunity to practice or apply their new skills and knowledge. This is especially important for job training since the skills are required on the job. Each trainee should be afforded enough opportunity to practice all of the desired actions. Such practice comes before the final evaluation of the objective.

Each time the trainee practices doing the desired action, he should be told how well he is doing—preferably immediately after each practice. This is called the knowledge of results which each and every trainee must receive. The correctness or incorrectness of each action should be disclosed to the trainee. If only part of what he is doing is wrong, he should be told which part is wrong. Why it is wrong and how to make it right should also be made clear.

Appropriate practice would depend on how well the instructional lessons are planned. Systematic lesson plan would help to improve the training from one programme to another. It would also ensure a 'Trainee-orientation'. The trainer can make sure that his lessons reflect the five principles of learning-teaching. It also constitutes a record of the class which would help fellow instructors.

IMPLEMENTATION

The best training design can still fail if interaction between trainers and trainees, among the trainers and among the trainees, impedes the processes of learning. The expectations of the trainees and the trainer are often key factors in determining the quality and effectiveness of the programme. Often, trainees enter a training programme with a rich background of experience.

This experience results in trainee expectations regarding the purposes and methods of training as well as how trainers and trainees should behave. As an adult learner, he displays a large degree of independence and a sense of responsibility in solving problems, making decisions, evaluating information and experiences and establishing productive interpersonal relations with others. He brings to the learning situation a wealth of knowledge and experience directly relevant to training objectives. Successful trainers would use these resources as input in their programmes.

During the training, the trainer assumes a particularly important position in the eyes of the trainee. Most importantly, the trainer, through his actions and behaviour, should set a standard which can easily become a model for trainees. If the trainer is open, responsive, seeks to support the independence of trainees by respecting their ideas and values, training can be a warm and supportive learning experience. The degree of successful could be increased to the extent that common expectations among trainers, supervisors and trainees are established. These expectations form the core of interaction in the training group which, for the period of training, becomes a unique social group with accepted ways of behaving, interpresonal relationships and shared tasks. Establishing a favourable training climate within this social group is a critical part of successful training.

A favourable training climate is one in which the importance, independence and resources of the trainees are recognised and supported. The trainer's actions and behaviour are seen by the trainees as evidence of personal concern and respect for the trainee and his problems. It is a climate in which the trainer places his needs second to those of the trainee. It is an atmosphere of trust and openness.

A trainer should provide feedback to trainees as they progress towards the achievement of objectives. This is made possible through knowledge of results and criterion check. The trainer should praise the trainee when he does well, should be gentle while correcting a mistake. He should praise the trainee in public and criticise him in private. He should not dwell upon bad points. The effort should be to help and guide the trainee to success.

SUPPORT AND SUMMATIVE EVALUATION

Formative evaluation is an integral part of Discrepancy Model of training. This is done through criterion check and post-evaluation. Such an evaluation helps the trainer to determine whether or not training objectives are met. It helps to determine which aspect of training design requires improvement. But it does not tell him if the training actually eliminated performance discrepancies, that is, whether training led to changed job performance. Secondly, it does not answer the related question: were the training objectives the right ones? This is done through summative evaluation undertaken when the trainee is back on his job after his training.

Ideally post-training job performance of all trainees should be evaluated with the help of research techniques. But, this will be too expensive and time consuming representative or random sample method may be used. As a rule of thumb, the interval between training and summative evaluation be determined by the job cycle of the trainee, *i.e.*, the usual period of time over which the trainee performs all the tasks and duties of his job.

The basic techniques for evaluation of this type are similar to those of task analysis. It is desirable that such evaluations are free from the bias of the trainer. The potential bias on the part of the trainer as evaluator is the strongest argument for independent evaluation or evaluation by employing organisations. At the same time, the need for trainer involement in summative evaluations is also recognised.

The main problem in any evaluation is the formulation of objective measures of change a measure based on observable behaviour on which different people can agree. Subjective measures such as 'impressions' of the supervisor can also be useful though less desirable. Secondly, it is also possible that factors outside the control of the trainee, the supervisor or the trainer will affect post-training job performance. An evaluation should be alert about such intervening factors.

Even when training objectives are based on performance discrepancies and training is directly relevant to trainee job performance, a gap still exists between the training environment and real-life problems of employees carrying out his assigned duties.

Skills have been studied, practiced and learned in the training programme in an environment quite different from the environment in which the skills must be applied. The peer support available in a training group is no longer available when the trainee returns to the job. It is difficult to assure that supervisors will be able to continue the support for new job performance. However, it is necessary to ensure follow-up support of trainees on the job to help him through the difficult period of readjustments and transfer of newly acquired skills.

Constraints on resources, the geographical dispersion of the trainees and the non-availability of cooperation from the employing organisation may limit the scope and extent of follow-up support. But a creative trainer could maintain a regular two-way communication with the training through newsletters, seminars, trainer travel, etc. He may also seek to arrange supplemental training efforts to deal with recurring job problems. In many training programmes, provision for continuing technical assistance to trainees is built into the design.

II

OBJECTIVES OF TRAINING FOR AN INTEGRATED APPROACH TO BUDGETING

The broad objectives of the seminar has been outlined in the introductory section of Part I of this paper. As stated in the Guidelines, ACDA's programme on Integrated Approach to Budgeting "concentrates on identifying and developing appropriate processes and techniques for improving and strengthening the integration between the planning and the budgeting system, rather than to change the system itself" (Guidelines, p.4). In pursuance of the above objectives the seminar proposes to emphasise on two major points:

(a) the promotion of the concept of 'Integrated Approach to Budgeting' as envisaged by the Workshop findings; and

(b) the identification and development of processes and

techniques which are necessary to operationalise that conceptual approach" (Guidelines, p. 5).

In each of the two points above the following factors will be examined:

(a) the designation of individuals, groups and or institutions for participating in training courses or other types of training programmes;

(b) the development of a curriculum and possibly a syllabus for the above training course or an agenda for the other types of training programme; and

(c) the development and procurement of training materials (Guidelines, p. 5).

In this part of the paper, factor (b) relating to the two major points emphasised under the objective is examined. In otherwords, this paper is devoted to the development of a curriculum and a syllabus for a training programme to promote the concept of Integrated Approach to Budgeting with an emphasis on the processes and techniques which are necessary to operationalise that conceptual approach. While doing so, the paper would be related to some of the tasks specified in p. 7 of the Guidelines.

COMPARATIVE CURRICULA

Curricula in financial administration has largely been influenced on the scope and nature of activities of government and business. The scope and functions of government have evolved from one of law and order and security to one of planned economic development and social change. The broad stages of evolution have been:

| Maintenance of law and order and security | Regulation of Industry and Commerce | Management of infrastructural facilities, welfare and social services | Economic Development and social change |

The first two stages required an understanding of the structure,

inter-relationship and working of the various organs of the state and governmental system as well as its legal foundations.

The curricula in the universities and governmental institutions organising foundational training were imbued with this need of the government. The bulk of the higher civil services was drawn from graduates in social sciences and humanities. Legal education was also regarded as relevant and useful. Accordingly, the syllabi of the universities were focussed on social sciences, accented on political science and government. Students of social sciences and humanities were often enabled to prepare themselves in law alongside. Later administrative law was also developed as a separate subject. Public Finance was the major subject with which university students could prepare themselves in financial administration. Elements of legislative financial control was also taught as part of political science or government. In general people were trained in financial administration after their induction into government.

In general, government auditors and accountants were the ones who were exposed to financial administration. Familiarity with law, rules, procedures, manuals and codes was the principal objective of the foundational programmes. Within this framework, they were also required to develop working knowledge of government accounts and audit. For instance, in India, in the Staff College, at Simla, meant for the Indian Audit and Accounts Service, Fundamental Rules, General Financial Rules, Codes relating to audit, accounts, public works, Budget Manuals, etc., figured in prominently until a few years ago. The focus was on principles of government accounts and audit as well as on budget system and procedures. Some importance was also given to commercial law, costing and advanced accountancy. But the knowledge gained in these subject was shallow. The curricula and syllabi outlined above is typical of many developing countries until recently and until second world war in the Western countries.

In the United States, since the New Deal which resulted in a massive involvement in the construction and maintenance of infrastructural facilities, welfare programmes and social services. There was a need to manage these programmes efficiently. Keynesian revolution had also placed great emphasis on fiscal policy as instrument of macro-management of the economy and

public expenditure. Consequently, those engaged in financial administration had to develop knowledge and skills in macro-policies and micro-management. Those dealing with project formulation were also required to develop competence in cost-benefit analysis. These curricula changes called for substantive changes in the content of education and foundational training for financial administrators. In broad terms, three strands of substantive areas had to be brought in the educational programmes. Firstly, financial administrators had to be familiar with aspects of scientific management such as work study, time and motion study and decentralised participative management. Secondly, they had to be specialised in certain branches of Economics such as Fiscal Economics, Fiscal Policy, Social Accounting and Welfare Economics. Thirdly, they had to learn cost accounting, double entry book keeping, exception reportings, performance audit, etc., which were tied up as components of performance budgeting.

With the growing concern for optimal allocation of resources and investment decisions in military hardware and programmes of economic and social development, planning and allocative efficiency have assumed importance in the USA since the sixties. PPBS is a product of this concern. Application of PPBS over a wide range of functions of government called for familiarity and working knowledge of capabilities and skills drawn from Economics and quantitative techniques. Cost benefit effectiveness analysis at sector level (Econometrics/Mathematical Economics), Systems Analysis, Operations Research, Electronic Data Processing, Management Information System, Project Management are some of the sophisticated branches of knowledge and skills required for a complex PPBS system as developed in the USA and extended to Western Europe.

In developing countries, the last two or even three phases are superimposed on one another. The sphere of government extends far beyond these contemplated in the Western hemisphere. The range of governmental efforts in the developing countries towards rapid economic development and social change lies somewhere in between the sphere of activities in the West and the comprehensively planned effort of the socialist countries. Macro-planning at the national level, micro-planning at the sectoral, programme and project levels, regional planning, input-output

analysis, etc., are, some of the additional areas in which knowledge and skills are required. Thus, advanced economics, quantitatives techniques and management analysis and accounting have assumed great importance in modern financial management. The curricula and areas of knowledge and skills is broadly summarised in the tabular statement on pp. 78-79.

In the business world, finance functions was restricted to mere book keeping under individual proprietorship and partnership arrangements. He gradually involved into a cashier, treasurer incharge of receipts, disbursement and custody of funds and securities. Obviously, at this formative stage finance personnel had to know only about book-keeping. The emergence of joint-stock companies transformed the finance functions into one of controllership. Flotation of new ventures, raising long-term funds through shares, debentures and loans, keeping track of the share market, management of working capital familiarity with tax laws and regulations of company, preparation of balance sheet and profit and loss accounts, negotiations of contracts, office management, custody of funds and so on devolved on the financial controller. In course of time, cost accounting became an important branch of finance function.

These needs were met by the commerce faculty of various universities and the professional bodies like the Institute of Chartered Accountants and Institutes of Cost Accountants, and so on. Subjects like Accountancy, Banking, Taxation, Business Finance, Economics, Audit, formed part of the commerce syllabus and examinations held by professional bodies. Financial Management, as part of Business Management is of relatively recent origin.

The growth of giant corporations some of which embracing different types of activities like industry, commerce, finance and trade is well-known. The funds they were committing in long-term activities exceeded those of several national governments. Consequently, corporate planning has become an important concern of finance function. A wide range of financial activities have also been reoriented to decisions concerning future. Management Accounting Marginal Costing Pricing, Budgeting Management Information and so on have assumed new dimensions and greater sophistication. Insofar as some of the developing countries are engaged in the building up of gigantic

CURRICULA AND AREAS OF SPECIALISATION FOR THE DIFFERENT ROLES OF GOVERNMENT

Role of Government	Curricula	Areas of Specialisation and Skills
Law and Order	1. To know the general and financial rules, procedures and codes of government and its departments. 2. To undertake Government audit and prepare accounting statements and procedures.	1. Principles of Government Accounting and Audit. 2. Codes, Rules, Procedures and Manuals of Government. 3. Office Management. 4. Financial statements of commercial undertakings. 5. Constitutional and legal framework of government.
Regulation	1. To know the regulating statutes and rules 2. To analyse the financial statements	1. Regulatory and Administrative Laws 2. Advanced Commercial Accountancy
Management	1. To prepare cost statements 2. To conduct work and time and motion study 3. To develop competence in Welfare Economics 4. To know social accounting and double entry book keeping 5. To know fiscal policy and macro-economic analysis 6. To develop competence in Performance Budgeting	1. Cost Accounting 2. Double-entry Book Keeping 3. Principles of Scientific Management 4. Fiscal Policy 5. Macro-Economics 6. Performance Budgeting

Planning

1. To develop cost-benefit analytical skills at the national, sectoral and programme levels

2. To develop Management Information System on EDP.

1. PPBS
2. Advanced Economic Analysis
3. Operations Research and System Analysis
4. MIS and EDP
5. Input-Output analysis
6. Planning Techniques
7. Regional Planning

projects and public enterprises the inclusion of some of the subjects of modern financial management and management accounting becomes necessary.

TRAINING MODULE FOR AN INTEGRATED APPROACH TO BUDGETING—AN OUTLINE

The training module outlined in this section is not based on the Discrepancy Model delineated in Part I. The target group is not specified. No job analysis is as yet done. Consequently, the training objectives of the seminar is not objectively devised by ascertaining the gap between job requirements and performance. On the other hand, the training objectives are based on our subjective understanding of the needs of the planning, programming and budgeting functions of the ASEAN countries. This understanding was primarily based on our findings of the Workshop on Integrated Approach to Budgeting. Top officials drawn from various functional areas may not have the entry level skills or background of experience. Technical and skill orientation should therefore be somewhat subdued. The module will be more in the nature of appreciation of the concept and skills. Once we know the target group and the entry level skills and background, we can sharpen the curriculum and syllabus.

The curriculum, instructional units, outline of syllabus and the relevant instruction method are outlined at the end in tabular form. They relate to the two aspects emphasised in the seminar, namely, (1) concepts and processes, (2) techniques and skills. Six curricular objectives are specified. They are dilated into eleven instructional units. Each unit comprises several topics to be included in the syllabus. The course is only for weeks. If all the units are to be dealt with, the various topics mentioned under syllabus will have to be accordingly pruned or compressed with others to formulate viable subjects.

The main concern of the seminar is on Integration of Planning and Budgeting. The syllabus may accordingly be focussed on Planning, PPBS and Performance Budgeting. Environmental aspects may be covered briefly at the introductory stage. The skills and techniques relevant for an integrated approach may also be stringed together. There is a graduated sequence

envisaged in the syllabus. Concepts and processes are treated at an elementary level moving from familiar to unfamiliar. Skills and techniques are to be scheduled in the second half of the course. If specified courses are to be mounted on one or two exclusive units, the syllabus can accordingly be dilated and sharpened. As it is, the syllabus might appear to be too unwieldy for the intended purposes of the seminar. Any viable alternative or modification is welcome.

The teaching methods outlined against each topic or segment would ensure appropriate practice. As for teaching material, certain printed material used in the training programmes developed in the various institutes, universities, etc., can be handy. The Indian Institute of Public Administration has developed a lot of material. Besides, case studies will have to be undertaken. These should relate to the situations and problems prevailing in the country in which training is to be mounted in the near future. Potential faculty may be entrusted with this task.

Formative evaluation could be designed in terms of the concrete objectives of the programme. This will be useful in modifying the training design for subsequent courses. Summative evaluation should also be planned by ACDA. Training will have to be followed up by consultancy assignments. Suitable experts may be identified for that purpose. Refresher courses/ seminars can be undertaken for selected trainees after the programme gets underway in a few countries.

CURRICULUM, SYLLABUS AND INSTRUCTIONAL METHODS FOR AN INTEGRATED APPROACH TO BUDGETING

Curricula	Instructional Unit	Syllabus	Methods of Instructions
(1)	(2)	(3)	(4)
I. To develop an understanding of the environmental perspective of budgeting system	1. Systems Approach to Environment	1. (a) A Systematic view of Environment (b) Sub-systems of the environment (c) Process of articulation of the needs of the people (d) Role of the budget in economic development (e) Budget as an instrument of social change (f) Interaction of the political (legislative and political) planning and executive elements in the budgetary process	Diagrammatic presentation Lecture discussions with the help of flip charts or transparencies Role play or games
II. To develop an integrated approach to budgeting	2. Planning Systems and Processes (Conventional)	2. (a) Why Plan? (b) Perspective Planning (c) Planning at national level (d) Planning from below	Lectures Syndicate (Group) Discussions and

	(e) Sectoral Planning	Case Studies
	(f) Project Planning	
	(g) Implementation of the Plan	
	(h) Review of the Plan	
	(i) Political, Social and administrative constraints on planning	
3. Budgetary Process (Conventional)	3. (a) Origin and Evolution of the budget	Lectures Syndicate (Group)
	(b) Budget cycle	Discussions and
	(c) Budget formulations (incremental approach)	Case Studies
	(d) Budget Classification	
	(e) Legislative use of budget	
	(f) Implementation of budget	
	(g) Control of expenditure	
	(h) Accounting information	
	(i) Role of Information	
	(j) Resource mobilisation	
	(k) Revenue estimation	
	(l) Legislative financial control	
4. PPBS	4. (a) PPBS—An overview	Illustration and
	(b) Formulation of objectives	case discussions
	(c) Identification of alternatives	

(1)	(2)	(3)	(4)
		(d) Programming	
		(e) Budgeting	
		(f) PPBS application at the sectoral level	
		(g) PPBS application at the micro level	
		(h) How Plan is integrated with conventional systems?	
		(i) How is plan—budget integration different under PPBS	Lecture discussions
		(j) Effectiveness audit	
		(k) Reporting	Lecture
		(l) Programme review and change	
		(m) Impact studies	Illustration and case discussions
		(n) Allocative efficiency under PPBS	
	5. Performance Budgeting	(a) Performance Budgeting—An Overview	Lecture discussion
		(b) Functional Classification	Exercise
		(c) How plans are integrated with the performance budget at the programme or activity level	
		(d) Organisational aspects	Illustrations

	(e) Accounting classification	
	(f) Norms and Standards	Illustrations &
	(g) Performance budgeting for capital projects	Lecture discussions
	(h) Reporting and review	
	(i) Behavioural aspects	
	(j) Performance Audit	
	(k) Link between performance budget and the plan at informational level	Lecture discussion
	(l) Managerial efficiency under Performance budgeting	
	(m) Decentralised financial management	
	(n) Performance budgeting for enterprises	
III. To be able to under-take cost benefit/ effectiveness analysis	6. Investment decision in Private Business	
	6. (a) Concept of cost and return	
	(b) Return on investment (ROI)	Lectures and
	(c) Pay-back period	Case Studies
	(d) Discounted Cash Flow Analysis	
	(e) Capital Budgeting	

Continued

(1)	(2)	(3)	(4)
	7. (a) Investment Deci-sions in Govern-ment	7. (a) Investment criteria—A macro-view	Lecture discussions and Case Studies
		(b) Cost-benefit analysis—An overview	
		(c) Identification of Relevant Costs and Benefits	
		(d) Valuation and shadow	
		(e) Deviation of shadow prices	
		(f) Deviation of weights	
		(g) Shadow wage rates	
		(h) Commodity prices	
		(i) Estimation of shadow prices	
		(j) Dealing with uncertainty-risk	
		(k) Sensitivity analysis	
		(l) Impact studies	
		(m) Systems analysis	Lectures discussion
		(n) Operations research	
V. To be able to appreci-ate techniques of Plan-ning	8. Planning Techniques	8. (a) Social accounting	Lecture discussion
		(b) Input-Output Analysis	
		(c) Balance calculations and optimisation of projections	

Objective	Topic	Sub-topics	Method / Aids
		(d) Static, dynamic and optimal models	
V. To be able to develop performance measures	9. Project Planning and Management	(a) What is network analysis? (b) Developing a network (c) Network based performance (d) Network based review and reporting (e) Control through network analysis	Exercises and case studies and Films shows
	10. Performance Measurement	(a) Types of yardsticks of Performance measurement (b) Standard costing (c) Productivity and Performance ratios (d) Uses of performance measures	Illustrations
VI. To be able to prepare periodic reports	11. Management Information System	(a) Systems concept of information system (b) Decision-making concepts for information system (c) Role of computers in MIS (d) Accounting for Management (e) Responsibility accounting (f) Concept of relevant data	Visual aids and Overhead Projectors (Films) Lecture discussion and Case Studies

(1)	(2)	(3)	(4)
		(g) Records management	Lecture discussions
		(h) Filing systems	
		(i) Information for planners	

Appendices
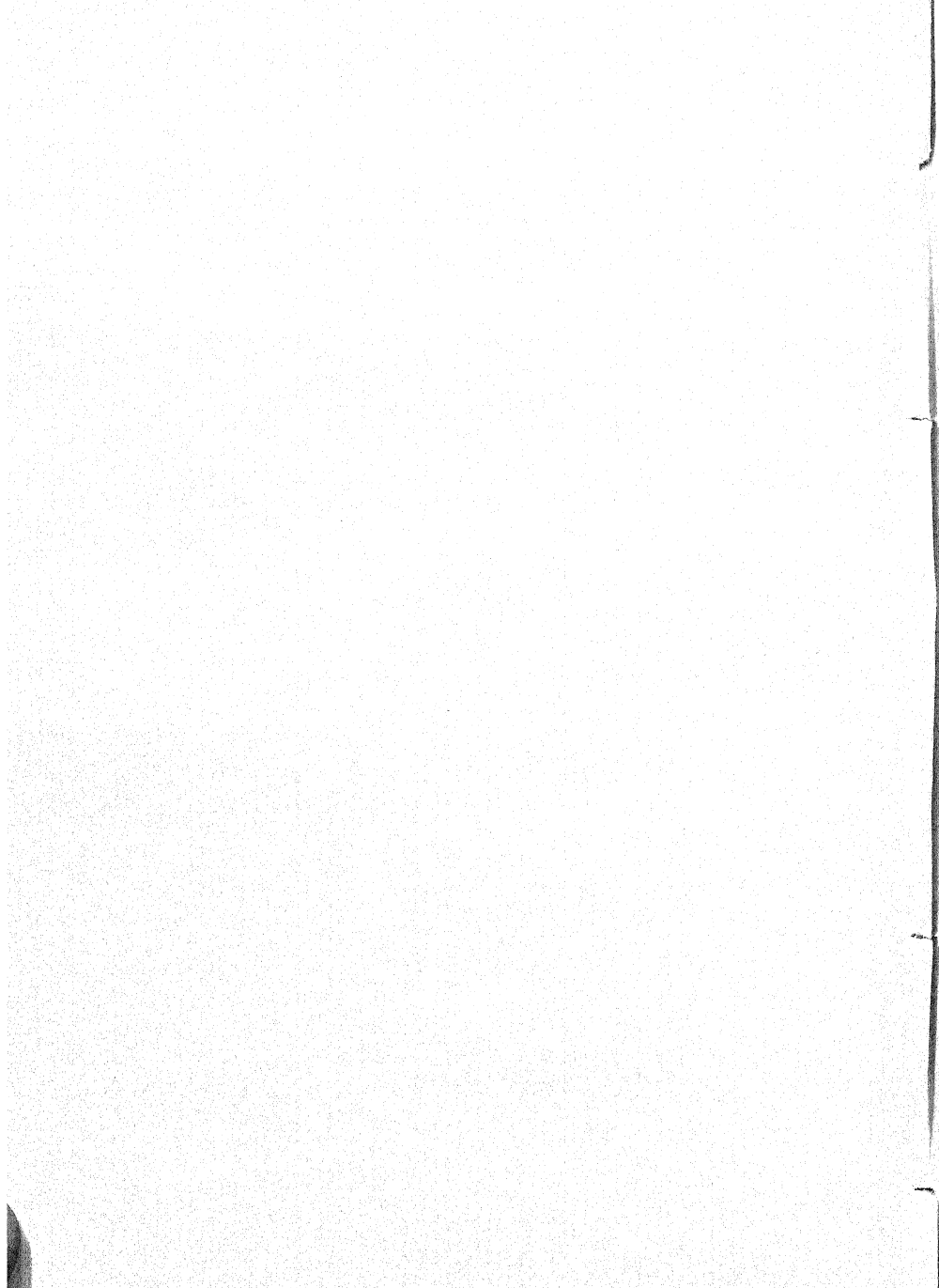
Appendix I

LIST OF PARTICIPANTS

1. Shri G.K. Amar,
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2. Prof. A.P. Barnabas,
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3. Prof. Mohit Bhattacharya,
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6. Dr. R.B. Das,
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11. Prof. V. Jagannadham,
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12. Dr. Chetakar Jha,
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14. Prof. B.S. Khanna,
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15. Prof. Kuldeep Mathur,
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16. Dr. O.P. Minocha,
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17. Dr. Girish K. Misra,
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19. Dr. M.A. Muttalib,
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21. Dr. Harbans Pathak,
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22. Dr. C.V. Raghavulu,
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23. Dr. S. Ramanatham,
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24. Dr. D.R. Sachdeva,
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25. Dr. J.L. Seth,
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28. Dr. M.J.K. Thavaraj,
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29. Prof. Ziauddin Khan,
    Visiting Fellow, Indian Institute of Advanced Studies,
    Simla (H.P.).

Appendix II

ORGANIZING COMMITTEE

1. Shri R.N. Haldipur,
   Director,
   Indian Institute of Public Administration,
   New Delhi.
2. Prof. S.R. Maheshwari,
   (Seminar Convenor)
   Professor of Political Science and Public Administration,
   Indian Institute of Public Administration,
   New Delhi,
   and
   Secretary
   Indian Public Administration Association.
3. Dr. V.A. Pai Panandiker,
   Director,
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Appendix III

WORK SCHEDULE

22nd April, 1977

FIRST SESSION
(10.00 a.m.—10.45 a.m.)

Opening

Welcome : Shri J.P. Naik
Shri R.N. Haldipur
Introductory ⎱ : Prof. B.S. Khanna
Remarks ⎰ Dr. V.A. Pai Panandiker

Coffee Break

SECOND SESSION
(11.15 a.m.—1.15 p.m.)

Status of the Discipline of Public Administration in India—Objectives, Scope and Approach

Chairman : Prof. R.B. Das
Rapporteur : Prof. Cheluva Raju
—Presentation of working paper by
Prof. S.R. Maheshwari.
—Discussion
1.15 p.m.—2.30 p.m. : Lunch Break

THIRD SESSION
(2.30 p.m.—5.30 p.m.)

Teaching of Public Administration in India

Chairman : Prof. Ziauddin Khan
Rapporteur : Prof. P.D. Sharma
Dr. S. Ramanathan
—Presentation by Participants
—Discussion

—Structure of Courses
—Methods of Teaching
—Teaching Faculty
—Teaching Materials

23rd April, 1977

FOURTH SESSION
(9.30 a.m.—1.15 p.m.)

Research in Public Administration

Chairman   : Prof. V. Jagannadham
Rapporteur   : Dr. C.V. Raghavulu
                      Dr. D.R. Sachdeva

Nature, Requirements and Methodology.
—Discussion

FIFTH SESSION
(2.30 p.m.—4.00 p.m.)

Research in Public Administration (Cont.):
ICSSR Programme in Governmental System and Development

Chairman   : Dr. V.A. Pai Panandiker
Rapporteur   : Prof. H.J. Pandya
—Presentation by Dr. Pai Panandiker
—Discussion

SIXTH SESSION
(4.15 p.m.—5.30 p.m.)

Concluding Session

Chairman   : Prof. B.S. Khanna
Presentation of Reports by Rapporteurs
Summing up.